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The Power of Place: Building Community Character on SE Division Street

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The Power of Place: Building Community Character on SE Division Street

A Resource for the Division Vision Coalition

June 7, 2004

Prepared By: GNT Planning

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Client:

Division Vision Coalition

Stakeholders:

Division-Clinton Business Association

Hosford-Abernathy Neighborhood Development Association (HAND)

Mt. Tabor Neighborhood Association

REACH Community Development

Richmond Neighborhood Association

Seven-Corners Localization Initiative

Southeast Uplift

South Tabor Neighborhood Association

Acknowledgements:

POP Working Group – Linda Nettekoven, Paul Leistner, Kelley Webb

All of our survey respondents and interviewees

Ethan Seltzer, Deborah Howe, & Barry Messer

Urbanics, MURP Division Green Street Workshop Team

2004 PSU Workshop Class

Planning Workshop:

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TABLE OF CONTENTS

Introduction	1
Guiding Principles	3
Study Area	5
Existing Conditions	7
Themes	15
Opportunity Sites	23
Recommendations	31
Next Steps	33
APPENDIX 1 – Historical Background	35
APPENDIX 2 – Community Ownership	39
APPENDIX 3 – Public Participation	51
APPENDIX 4 – Land Use Survey	55
APPENDIX 5 – Opportunity Sites	57
APPENDIX 6 – Surveys	59
APPENDIX 7 – Data	69

INDEX OF FIGURES

Figure 1 - Study Area Map	5
Figure 2 - Urban Design Analysis Map	11

INDEX OF MAPS

Map 1 - Distribution of Land Uses Along SE Division St.....	9
Map 2 - Distribution of Identity and Investment Sites Along SE Division St.....	25
Map 3 - Distribution of Bricks and Mortar Sites Along SE Division St.....	29
Map 4 - Distribution of Various Characteristics Along SE Division St.....	77

INDEX OF TABLES

Table 1 - Population & Housing Characteristics, 1990-2000	8
Table 2 - Paths Bisecting SE Division Street	12
Table 3 - Traffic volumes on selected Portland Main streets	14
Table 4 - Community-valued Destinations Along SE Division Street	20
Table 5 - Desired uses along SE Division St	21
Table 6 - Investment and Identity Sites.....	24
Table 7 - Bricks and Mortar Sites.....	27
Table 8 - Summary of Real-estate Ownership Forms.....	47
Table 9 - Complete List of Identity and Investment Sites.....	57
Table 10 - Complete List of Bricks and Mortar Sites.....	58

INTRODUCTION

Throughout Portland, main streets represent commerce and community at a neighborhood scale. Main street businesses provide informal gathering spaces and offer a variety of services. Nearby residents visit the street to recreate, shop, seek services, or attend to daily business. Simply put, main streets function as a critical thread within the fabric of communities.

Population growth and an increasingly competitive real estate market in the region have already transformed several main streets, while others are poised for change. Change may benefit some people as property values rise and more amenities are added to the street. But change can also be harmful. Rising property values and new uses can unravel the fabric of a community, or alter an area's character in a manner inconsistent with community visions. Residents and business owners frequently have little control over these changes.

Hosford-Abernathy, Richmond, Mt. Tabor and South Tabor Neighborhoods share a main street, SE Division. Beginning in January 2002, community members from the neighborhood associations, the business association, and community groups formed "Division Vision Coalition" (DVC) to encourage an "economy of locally-owned businesses, an attractive streetscape that invites neighbors to linger, and sustainable features that are ecologically sensitive."¹ Part of this mission includes finding ways to help the community proactively shape the character of its place.

Project Purpose

The *Power of Place* study assists DVC in fulfilling that mission by pursuing an understanding of the street's character and identifying opportunities for future development or continued investment. Both aspects of this study establish the foundation necessary for the Coalition to become proactive in development processes and maintain the attributes that most significantly contribute to the character of the street. To that end, the study looked to achieve three primary objectives:

1. Develop a body of knowledge that can steer DVC toward community desires and objectives regarding Division St. development
2. Based on that knowledge, identify sites along Division that hold potential for future development or continued investment
3. Identify community and collective ownership structures that the community might use to purchase and manage real estate

¹ Division Vision. *Mission Statement*. Available at: www.divisionvision.org. [Accessed online on May 29, 2004]

Project Overview

Completed between March and May 2004, the following tasks were undertaken to achieve the objectives listed above:

- *Community Input:* Surveys, field surveys, and interviews provided insight into how residents view and use the street. Two surveys were distributed; one at the Southeast Uplift Development Summit, the other to business owners, stakeholders, and residents near Division. People visiting SE Division were also asked to complete a short field survey. Finally, both advocates and business owners identified as key stakeholders were interviewed.
- *Research:* Literature covering community ownership structures were examined. In addition, Regional Land Information System (RLIS) data were used to develop an initial understanding of current land uses and zoning.
- *Land Use Survey:* During a land use field survey additional site-specific information about Division land uses was gathered. In conjunction with community input, findings from this survey helped identify properties with development and investment potential.
- *Analysis:* Existing conditions, survey and interview material, and land use survey data were analyzed to distinguish themes within the data and develop findings. These findings formed the basis for recommendations and next steps presented at the close of this document.
- *Recommendations/Next Steps:* Based on the findings, a number of recommendations and next steps were identified. These recommendations should provide direction to DVC regarding the most appropriate strategies for achieving the goals of the organization within the context of a community vision.

GUIDING PRINCIPLES

No planning project exists outside of past and current community planning efforts. Plans document community goals and objectives, provide valuable insights into appropriate strategies for action, and function as a framework for future decision-making. Contemporary planning efforts reveal the ever-evolving nature of community processes and desires. Existing plans and current planning efforts should inform other planning projects seeking to affect the same area.

A planning legacy has already been established along Division. Numerous plans developed over the past two decades guide land use decisions. In addition, various planning processes for an impending City of Portland streetscape plan are currently underway. To guide the Power of Place project, objectives were extracted from both categories and utilized as “guiding principles.” As such, these objectives should be considered for projects aimed at serving community interests.

No planning project exists outside of past and current community planning efforts.

The following section provides a list of the plans used as a reference by the project team (for a brief summary of each of these plans see Appendix 1).

PAST PLANS

- *Metro 2040 Growth Concept* (1994)
- *City of Portland Comprehensive Plan* (most recent update 2003)
- *Hosford-Abernathy Neighborhood Plan* (1988)
- *Richmond Neighborhood Plan* (1995)
- *South Tabor Neighborhood Plan* (1995)

CONTEMPORARY PLANNING EFFORTS

- *City of Portland (Bureau of Planning & Dept. of Transportation) Green Street / Main Street Project, funded by an Oregon Transportation Growth Management Planning Grant*
- *Portland Bureau of Planning Main Streets Project*
- *PSU's "Urbanics" Sustainable Options for Division*

ADDITIONAL RELEVANT EFFORTS

- *City Repair "Creating a Sense of Place on SE Division" Design Charette* (2001)
- *Division/Clinton Business Association Division Transportation Plan Neighborhood Survey* (2004)

In order to build upon these planning endeavors, any recommendation should:

- *Respect existing neighborhoods by*
 - Enhancing neighborhood stability and identity and ensuring the physical and social infrastructure stay strong
 - Ensuring the presence of retail and services that meet the needs of the surrounding community

- *Respect the existing business district by*
 - Considering the impact of new development on existing businesses, without discouraging new investment
 - Recognizing the synergistic relationship between the community and existing businesses

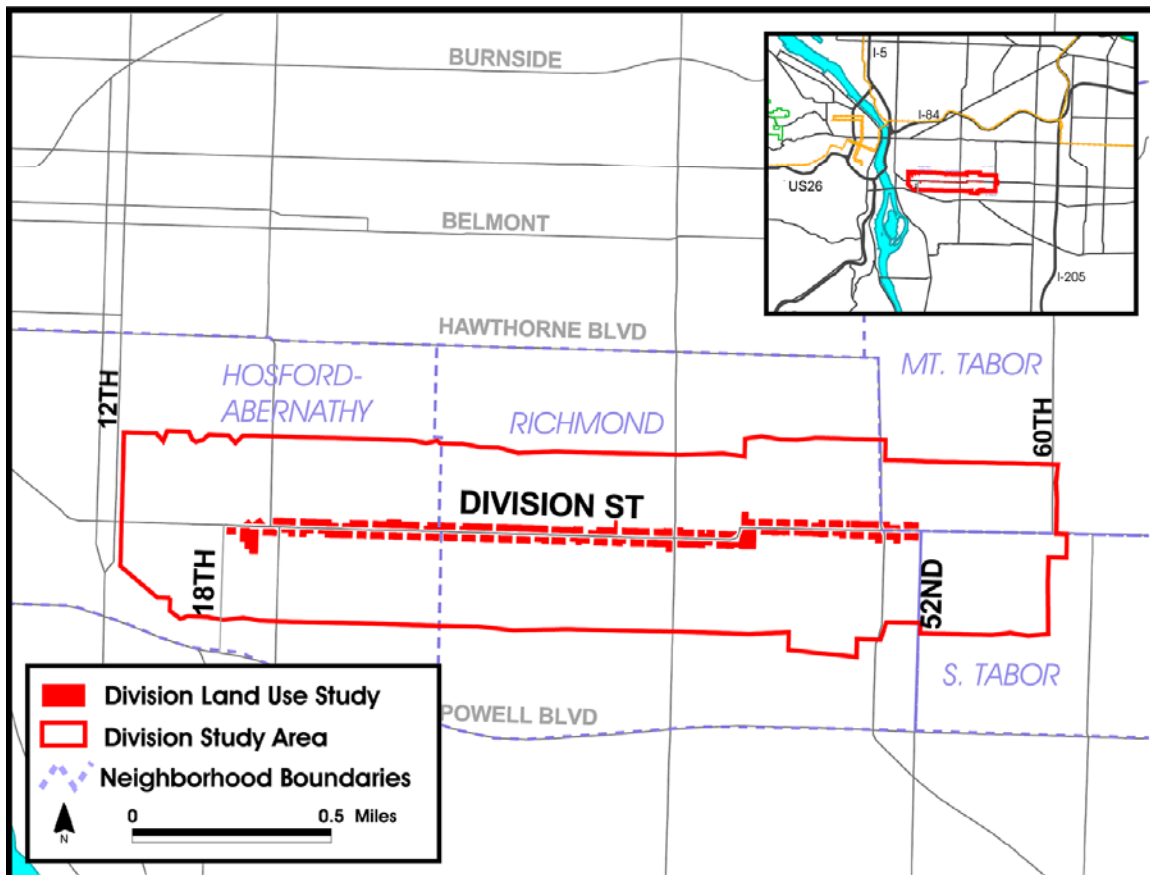
- *Respect current and past planning projects by*
 - Increasing opportunities for “multiple uses,” infill and redevelopment that support a more pedestrian-friendly environment
 - Preserving the capacity for high quality transit and supporting alternative forms of transportation

During the *Power of Place* project, these principles informed proposed recommendations. Through discussion and reflection, each group member gauged whether particular recommendations were in line with the principles. If a proposed recommendation appeared to be clearly inconsistent with these principles, the recommendation was modified accordingly.

STUDY AREA

DVC has no formally defined boundaries. However, the length of Division that will be the subject of the Transportation Growth Management (TGM) and Metropolitan Transportation Improvement Program (MTIP) projects, from 6th to 60th, defined the initial study area. This study focuses on commercial properties and their role in defining the character of a main street. Therefore, a preliminary land use analysis aided in limiting the project's study area to the stretch of Division with the most commercial uses, from 18th to 52nd. Tax lots along this length were the subjects of the land use field survey. A buffer zone approximately one-quarter mile around this stretch comprised the primary market of the street. Residents within this area, chosen at random, were surveyed to gauge the community's opinion of the street. In addition, demographic data were gathered from this area. Figure 1 shows both the stretch of Division studied and the primary market area.

Figure 1 - Study Area Map



EXISTING CONDITIONS

An existing conditions analysis aids in characterizing the street. It provides a foundation, allowing this study to build a comprehensive description of the street's character. The existing conditions for population and housing, land-use, traffic and urban design set the stage for themes that arose from community input. Together they help explain the form and function of SE Division and informed the selection of opportunity sites.

Demographics

Population composition and change underlie many observable phenomena at the urban-main street scale, including types of businesses and shifts in land use intensity. Comparing data associated with Division St. to a reference population helps put characteristics of the Division-area population in perspective.

Using population within the Portland-Metro urban growth boundary (UGB) for comparison, the Division study area shows striking differences, particularly concerning change from 1990 to 2000 (Table 1). First, population declined 3.2 percent, compared to the UGB area's 25 percent growth. Young and old populations shrank the most. Population 21 or under declined 24.2 percent, with a corresponding decrease in the number of households with children. The population of individuals 65 or older declined 31 percent, in contrast to an increase of 4.5 percent within the UGB. These declines, however, were partially offset by a large increase in 22-29 year-olds, at 33 percent. Although this age group increased within the UGB, its share of total population stayed the same; in the Division area, its share increased by 5.2 percentage-points, to 18.9 percent. Other remarkable demographic or housing characteristics include:

- A modest increase in people of color vs. a large increase within the UGB (11.8% vs. 122%)
- Tenure balance was roughly the same as within the UGB; in the study area, renter households decreased 4.2% vs. a 21% increase
- Housing-unit density increased only very slightly, compared to a 27.8% increase within the UGB

These latter two points are important to consider in light of efforts to increase housing density along main streets and the multi-family zoning along Division for areas of single-family uses.

Table 1 - Population & Housing Characteristics, 1990-2000

	Division Area*			UGB Area*		
	2000	percent change	share 2000	2000	percent change	share 2000
Population	10,821	-3.2	100.0	1,281,637	25.2	100.0
Non-White	1,804	11.8	16.7	234,907	122.0	18.3
Age:						
0-21	2,242	-24.2	20.7	378,671	24.7	29.5
22-29	2,050	33.0	18.9	167,292	26.4	13.1
30-39	2,248	-11.4	20.8	213,542	9.0	16.7
40-64	3,216	23.5	29.7	388,559	47.4	30.3
65+	1,065	-31.0	9.8	133,573	4.5	10.4
Households	4,770	0.8	100.0	511,963	23.8	100.0
Single w/ Children	344	-20.2	7.2	43,309	22.4	8.5
Married w/ Children	649	-25.0	13.6	112,751	16.1	27.3
Married no Children	994	-2.6	20.8	127,343	16.8	30.8
Owner Occupied	2,764	4.9	57.9	300,986	25.9	58.8
Renter Occupied	2,006	-4.2	42.1	210,977	21.0	41.2
Housing Units	4,969	1.5	100.0	542,326	24.7	100.0
Units per Acre	6.3	1.6	NA	2.3	27.8	NA

Source: US Census Bureau STF1 1990 & SF1 2000

*Notes: 12th to 60th, ~ 1/4 mile from st., 783.6 acres; UGB area 235,780 acres

Land Use

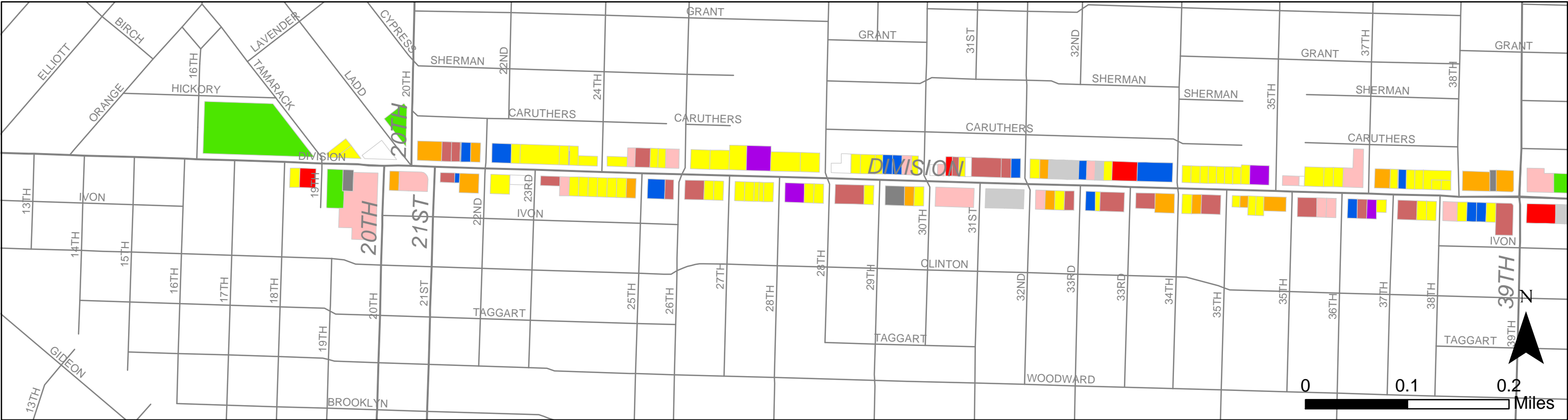
The pattern of land-uses also plays an important role in defining the character of a street. A land use analysis provides both a macro-scale understanding of the street and information about individual properties. Understanding the nature of individual properties along a section of street provides, through aggregation, further insight into the character of the street as a whole.

Residential and commercial land uses comprise a large portion of the properties along Division. Nearly half (43.3%) are dedicated to residential uses, either single-family or multi-family, while a similar percentage is commercial (38.4%). Medical facilities, social and charitable organizations, surface parking lots, and vacant properties make up the remaining portion (Refer to Map 1).

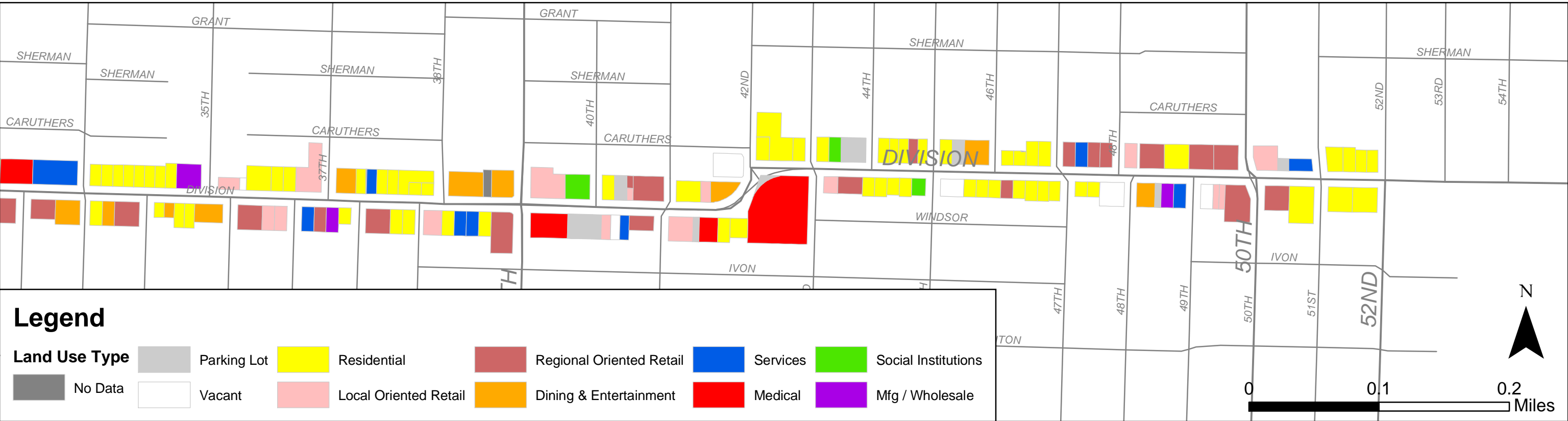
Several additional characteristics help to define the character of a property, and thus the character of the street. First, a vast majority of the structures do not exceed two stories (97.6 percent). The remaining 2.4 percent are three stories. In addition, sections of the street contain concentrations of commercial structures built to the street lot line. In fact, a majority of structures (69.4%) have setbacks less than 25 feet from the street. A small percentage of properties have parking between the building entrance and the street (19.4%), while most building entrances face the street (72.6%).

MAP 1: Distribution of Land Uses Along SE Division St.

WEST END - 18th to 35th



EAST END - 35th to 52nd



Legend

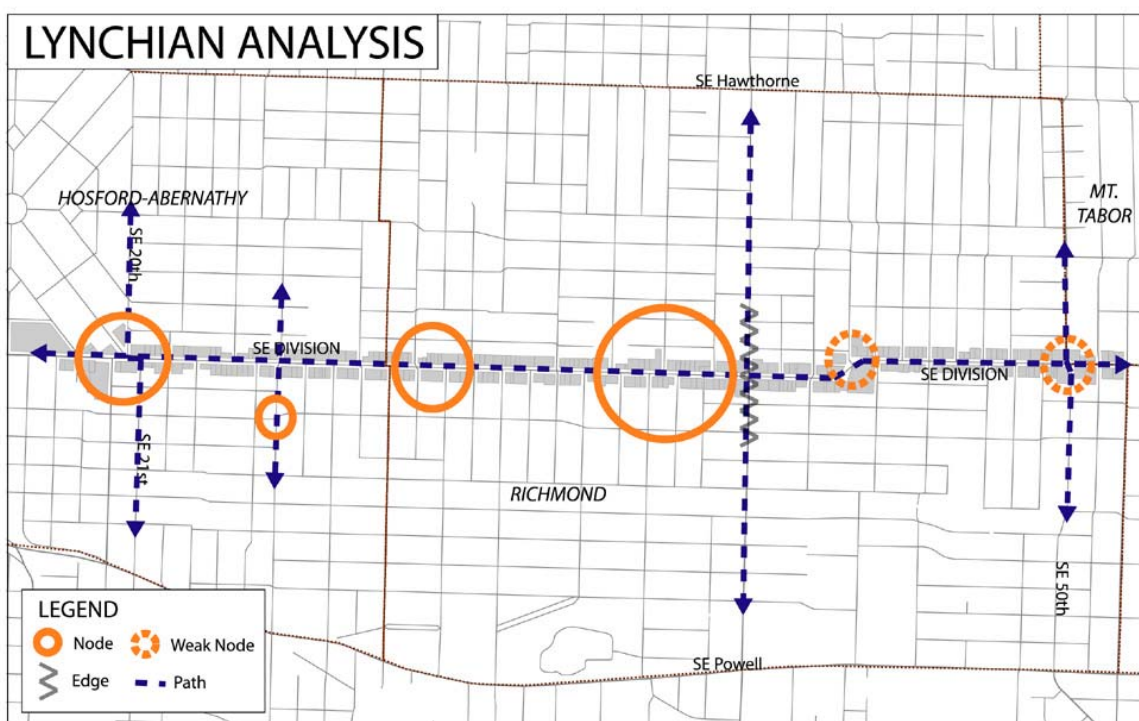
Land Use Type	Parking Lot	Residential	Regional Oriented Retail	Services	Social Institutions
No Data	Vacant	Local Oriented Retail	Dining & Entertainment	Medical	Mfg / Wholesale

Source: Metro RLIS Database, August 2003; POP Land Use Survey, May 2004

Urban Design

As individuals use a street they create a mental image and a relationship to the place. Urban theorist Kevin Lynch formalized the elements of this mental image in his seminal book, *The Image of the City*. Lynch's elements include paths, nodes, edges, and districts.² Each element plays a specific role in the overall urban environment. Thus, understanding the role of each element in a particular place allows planners and designers to better understand the urban environment as a whole, as well as the way people are likely to interact with it. Utilizing Lynch's elements resulted in the discovery of several important aspects of the SE Division environment.

Figure 2 - Urban Design Analysis Map



Paths

Division itself is a pathway principally for autos and buses and in a limited sense for pedestrians or bicyclists. It is classified by the City of Portland Transportation System Plan as a neighborhood collector and includes the #4 Frequent Service bus line.³

² Definitions of Lynch's Elements - Path: The main channels along which people move, i.e. major street, transit line, bicycle / pedestrian trail; Node: Areas of intense activity, i.e. intersection of two major paths, central meeting point; District: Areas of commonality, often occupying several city blocks, i.e. Chinatown, The Pearl, South Park Blocks; Edge: Linear feature that creates a physical / psychological boundary between two areas, i.e. highway / busy street, shoreline, railroad track

³ Buses come at 15 minute or less intervals throughout the day until 9:30pm.

Various paths intersect Division, as Table 2 shows. Each intersection is a potential node or edge.

Table 2 - Paths Bisecting SE Division Street

Street name	Traffic Count	Portland TSP Classification	Bus route
21st	3903	Local Service Traffic Street	#10
26th	5818	Neighborhood Collector	None
39th	28543	Major City Trafficway	#75
50th	8619	Neighborhood Collector	#14

Nodes

SE Division has several nodes; the intensity of commercial, pedestrian, and/or auto activity in these areas creates these nodes. Nodes exist at the “7 Corners Area”, at 30th Avenue near Wild Oats, and between 35th and 38th Avenues. In addition, a bend in the street at 42nd, combined with adjacent businesses, creates a minor node in that area. Finally, because of its close proximity, a node at the intersection of SE 26th Avenue and SE Clinton Street is part of the Division environment.



Image 1 - Red & Black Cafe

- “7 Corners Area” – extends from 18th to 22nd Avenue and includes several small businesses, such as Red & Black Café, The Mirador Community Store, Nuestra Cocina, Climb Max, and Seven Corners Cycling; new development - Starbucks and New Seasons - reinforces the node
- Intersection at SE 30th Avenue – extends east to 32nd Avenue; Wild Oats is the primary attractor, however, Detour Café, Urban Flora, Rudy’s Barbershop, and Clay’s Smokehouse contribute to the activity level
- Blocks between 35th and 38th Avenues – the cluster of small businesses within this area, such as Haven, Portico, Eugenio’s, Fleur de Lis, Metropets, and



Image 2 - Wild Oats

Laughing Horse Books add to activity generated by Division Hardware, the primary attractor

- Bend at 42nd Avenue – node extends from 40th Avenue east to the bend; a number of small businesses, such as Kalga Kafe, Fusion Restaurant, and Certi-Clean, draw a moderate amount of activity to the area. The unique attribute of the bend functions as a key landmark within the collective mental map of the street
- Intersection at SE 26th Avenue and SE Clinton Street – just two blocks off SE Division, this node affects the urban environment along Division. A cluster of businesses, including the Clinton Street Theater, generates activity. The Division/Clinton Business Association and the annual Division/Clinton Street Fair reinforce the node's relationship to Division

Edges

One of the paths, 39th Avenue, intersects Division acting as an edge bisecting the street. The large volume of traffic it receives creates a physical barrier for pedestrians attempting travel east or west. In addition, the volume of traffic reinforces the psychological barrier created by 39th Avenue.



Image 3 - SE 39th Ave with Traffic

Districts

There is not enough commonality to create what would be considered a district along Division. However, the node between 35th and 38th Avenues provides a large area of perceived similarity. The node is not big enough to earn the designation of district.

Traffic

Although not explicitly a part of this study, traffic and its associated issues play a significant role on Division. A vital part of commercial activity, traffic aids the success of many businesses. Therefore, a main street generally benefits from good automobile access. However, traffic can overwhelm a place and have negative effects creating a physical and psychological barrier or edge, such as noise, or safety issues that deter pedestrian activity that is also important to the success of a main street. A brief analysis of traffic along Division sheds light on these issues.

Traffic Volume

The City of Portland and Metro classify streets by function. Nearby arterials expected to absorb most of the community traffic in the area, include Powell Blvd, Foster Rd, 39th Ave and 12th Ave.⁴ Classified as a neighborhood collector, SE Division should primarily distribute traffic to and from higher service level streets and serve local trips in the area. Division, however, functions as a major commuting thoroughfare – connecting outer SE Portland, east Multnomah County, and Gresham with downtown Portland and the I-5 Freeway. Adjacent to the Clinton-Powell corridor, originally intended to become the Mt. Hood freeway, SE Division maintains a regional traffic demand. However, the street is not designed to handle heavy volumes and high speeds. The Portland Transportation System Plan (TSP) recognizes this problem, stating: *"The volume of regional traffic from east of I-205 that cuts through the district [SE Portland] as the regional freeway system becomes increasingly congested is a growing concern."*⁵

The transportation strategy for a center revolves around finding the balancing point between traffic moving through the center and traffic whose destination is the center itself."

Leland Consulting, 10
Principles for Achieving 2040
Centers

Traffic counts for SE Division show that 14,194 vehicles passed the intersection of SE 37th Avenue and SE Division in a single day.⁶ This is a moderate level of traffic for a main street, as the table below shows. . However, by comparison, Division handles 20 percent less traffic than Hawthorne, yet it has half the lanes: a proportional decrease would dictate that Division handle only 9,000 trips instead of 14,000.

Table 3 - Traffic volumes on selected Portland Main streets

	SE Division	SE Belmont	NW 23rd	SE Hawthorne	NE Broadway
Cross Street	37 th	39th	Flanders	39th	30th
Traffic Volume	14,194	10,125	15,549	18,058	26,933

Traffic Speed

In addition to volume, traffic speed plays a key role on main streets. Pedestrians feel unsafe or uncomfortable with high-speed traffic and will avoid the street. The most recent speed data available in the vicinity of the study area is along Division at SE 7th Ave. The 85th percentile speed at this intersection is 34mph, which is above the posted speed limit of 30 mph⁷. In addition to speed, a lack of crossing opportunities and few traffic signals or crosswalks discourage pedestrian travel along the street.

⁴ A street's functional class is determined by the volume of vehicles it can handle, level of bus service, and bike and pedestrian accommodations. Surrounding land uses and traffic patterns impact all of these factors. Arterials carry the most amount of traffic. The City of Portland calls arterials "Major Traffic Streets"

⁵ City of Portland, Transportation System Plan, (P.10-58)

⁶ Total vehicles traveling in both directions on one day in 1998.

<http://www.trans.ci.portland.or.us/TrafficCounts/default.htm>, accessed 5/07/04.

⁷ Tom Jensen, City of Portland Office of Transportation. This represents the speed at or below which 85 percent of the motorists drive on a given road. Traffic engineers consider this the speed that most motorists consider safe and reasonable.

THEMES

Influencing change in the interest of a community requires a sense of how the community views itself and what the community wants. Recurring descriptions within surveys, on-street conversations, and interviews are useful in this regard, revealing characteristics that make up Division's "identity." These "themes," which include "neighborhood-y," "street in transition / hodge-podge," "string of pearls," "what's valued, what's missing" and "crosstown traffic," provide a view into the unique characteristics and limitations of the street. Within each theme, some differences in individual perceptions of the street do exist. Alternative viewpoints are consequently discussed.

Reflecting on these themes, and on dissenting opinions, will help DVC develop a deeper understanding of the community's needs and character. In the *Main Street Handbook* (1996), Metro discourages a "cookie-cutter approach" to development, stressing that each place should recognize its unique assets and starting point. Input gathered through the *Power of Place* study will enable DVC to build upon positive attributes of the street, address its limitations, and move toward a distinct main street within the region.

Neighborhood-y

Both business owners and residents referred to the "neighborhood feel" that permeates the street. Users like the "friendly," "humble" character created by the mix of various uses. Unlike other main streets in Portland, SE Division has a substantial amount of single-family housing (41% of the building square feet in the study area). Numerous blocks, largely devoted to single-family (SFR) and multi-family (MFR) residences, accentuate commercial nodes yet break up commercial continuity along the street's length, giving the area a "village like" or "blue collar" character, as two survey respondents put it. At the same time, practical uses, such as a grocery store and a hardware store, combine with non-traditional uses, like A-1 Birdbath and Langlitz Leathers, to produce a diverse urban landscape that strikes a chord with residents and business people.

***Division has a
slow, natural
character.***

Rather than overwhelming pedestrians with commercial activity, Division has a slow, natural character. Residents are able to walk to the street from their homes and see familiar faces, both in the shops and on the street. Twenty-four percent of survey respondents used terms like "neighborly" and "homey" when asked to describe the street. Similarly, more than one business owner commented that the neighborhood feel and the ability to develop long-term customers within the community attracted them to the street. They wanted to be in an "established community" with other local, first-time, business owners and Division fit that description. Similarly, in surveys and interviews, respondents characterized the street as "welcoming," "convenient," and "more down to earth" than other areas of town. On-street conversations often included the descriptor "organic" and "laid back."

People expressed a desire to keep this neighborhood feel, with an emphasis on local businesses. Some participants wanted the street to "stay the same," building up existing assets. More commonly, they wanted to strengthen the local flavor, safeguarding existing businesses or attracting like-uses. When asked about the importance of locally owned businesses on the street, over 80% of survey respondents said they are "important" (18%) or "very important" (63%). In describing their "dreams for the street,"

46% mentioned retaining and/or supporting locally-owned businesses. One person proclaimed his/her dream to be “the continued charm of beautiful houses blended with necessary services that can be reached by foot and doesn’t detract from the neighborhood.” Another wished the street to consist of “vibrant local businesses that serve a diverse nearby community as well as attracting other city residents in an ecologically reasonable way.”

Findings

- **Blocks devoted largely to residential, combined with a prevalence of practical uses, break up commercial activity on the street, creating a “village like” feel**
- **Residents and business people alike value the “welcoming”, neighborhood-oriented, and “down to earth” feel**
- **Respondents wished to retain and support locally-owned businesses**

Street in Transition and Hodge-Podge

Although residents and business people like the neighborhood feel of the street, they also recognize that SE Division is undergoing significant changes. Surveys and on-street conversations frequently included discussion of how the street is “in transition,” “evolving,” or “up and coming.” One-third of on-street conversation respondents characterized the street in this way. Near SE 52nd Ave., one person said Division is “trying to clean itself up.” Interestingly, in-area respondents were nearly twice as likely as out-of-area respondents to use these terms, suggesting a greater local sensitivity to the area’s changes. That sensitivity manifested itself in survey responses as well. Forty-four percent described the street as “in transition,” with the majority believing the transition process is one of improvement.

The perception of this mix of old and new varied – some people liked it, others did not.

The transitional nature appears to be due to the number of businesses recently added to the street and a proverbial “changing of the guard.” One shop owner, somewhat new to the area, mentioned the prevalence of new businesses and first-time business owners around his place. He suggested that some business might not fit the street any

longer. Another participant said Division lacks what he called “staple” businesses, commenting on how fast businesses change in the area around 42nd. Similarly, survey respondents identified specific uses that were past their prime, including deteriorating buildings and adult-oriented establishments.

The perception of this mix of old and new varied – some people liked it, others did not. The former thought it made the street eclectic or diverse. With such terms as “funky” and “gritty,” they described a street made up of a collection of interesting uses, viewing the grittiness as something to foster. In contrast, an equal number of people thought old and new, or a blend of other “hodge-podge” characteristics, creates a “disjointed” or “fragmented” environment. For example, one respondent wrote “ugly in some places...great in other places.” Another focused on the stretch between SE 20th and 30th, described it as “a mixture of inviting businesses and scary, run down buildings and lots.” These people want to create a more consistent, cohesive character. As one business owner put it: “develop our identity... artistic designs ... upgrade the image.”

Findings

- **A substantial number of people interpreted the street as “up and coming” and “in transition”**
- **Locals were more likely than visitors to characterize the street this way**
- **A collection of new businesses mixed with old ones, or a “changing of the guard,” contributes to this perception**
- **Some respondents perceived the hodge-podge character as an asset, while others perceived it as disjointed, with ugly pockets of neglect, and in need of a new image and identity**

A String of Pearls / Concentrated Commerce

As illustrated in the urban design analysis section, activity along SE Division primarily occurs within a series of nodes, or “pearls” according to one interviewee, however, the “pearls” remain fuzzy, and the “string” lacks continuity. For example, concentrated activity, combined with geographical constraints, appears to reduce incentives to walk east and west. A majority of survey respondents (60%) said they visit Division at least several times a week, for a variety of reasons. Among this group, two-thirds described their connection to the street by checking a box by the statement: “I shop on the street.” Only one-third of respondents checked the box: “I stroll on the street.” One survey respondent wrote: “I don’t ever walk down Division, though I do shop/eat/drink at many locations along it.” The community appears to access destinations from the north and south, rather than walking along the street.

Perceived “dead spots” (see above) and geographical characteristics, specifically the slope between SE 21st and SE 30th and the bend in the street at SE 42nd, reinforce one another, creating psychological distances between nodes. Distance and lack of activity between nodes result in limited foot traffic, since people cannot see the next active section. Moreover, SE 39th’s edge character disrupts street continuity. Depicting this mental obstruction, a number of participants described the area east of SE 39th with phrases such as “more rundown” and “feels like a void.”

Given the feeling of discontinuity along the street, it came as no surprise that respondents repeatedly noted a desire to improve the street environment for alternative modes of transportation. Several respondents (46%) included bicycle and/or pedestrian improvements in their dreams for the future. Requested treatments include wider sidewalks, bicycle lanes and parking, street trees, benches, and other amenities. In terms of existing businesses, nearly half of all survey respondents volunteered that pedestrian-oriented businesses already play an important role in contributing to the character of SE Division. Many expressed a desire to increase the amount of these types of businesses as well.

Findings

- **Division functions as a string of nodes, rather than a cohesive main street; geographic and urban design constraints reinforce this**
- **People do not tend to walk along Division between nodes, but access businesses in a north-south fashion instead**
- **Interview and survey participants supported making the street more pedestrian- and bike-friendly through street treatments and more pedestrian-oriented businesses**

Cross-town Traffic

A large majority of project participants mentioned traffic as a major problem. Although no questions about traffic were asked, 57% of survey respondents volunteered it as one of their primary concerns. Generally, the comments focused on two subjects: traffic speed and automobile parking.

Slowing traffic?

Most respondents wanted to slow down traffic to create a more pleasant street environment. In on-street conversations between SE 35th and 39th, people repeatedly mentioned the lack of crosswalks to the east of SE 34th and the difficulty crossing the street. Many survey respondents, in describing their worst nightmare for the street, mentioned increased traffic and speeds. For example, one participant's nightmare is "heavier car traffic leading to inhospitable atmosphere and blight." This concern is not unique. One business owner said:

"Traffic speeds are outrageous. There are too few crosswalks. It's a dangerous situation, traffic control is desperately needed."

On the other hand, a vocal minority worried that slowing traffic on Division would lead to traffic shifting onto nearby neighborhood streets, such as Clinton.

A Parking Problem?

Parking issues were also raised – although the perception of the problem differed between groups. Some study participants perceived a lack of parking, particularly business owners. One respondent said:

"Some businesses do need more parking to survive/grow."

Another business owner felt that:

"The customers of the bigger businesses, take up the on-street spaces, so there are not many spaces left for smaller ones."

Parking is a common concern for business owners throughout the region, not just along Division. Residents who live a house or two off Division think parking along residential streets is a problem. They fear parking spilling further into the surrounding neighborhood (as they see near Hawthorne) if Division continues to add new businesses. One resident expressed deep concern, saying:

"Parking is a huge problem. I'm considering selling my home because Division traffic parks on my street (Clinton). Also I can't access businesses, because I can't find a parking spot."

However, many survey respondents/interviewees mention Division having an abundance of underutilized land and too many surface parking lots. Several respondents mentioned "*more parking lots*" or "*strip malls setback with parking lots*" as one of their nightmares. One interviewee, who is active on his neighborhood association, said:

"There should be an examination of under-utilized properties, such as the surface parking lots along the street...There should be a redefining of "highest & best use."

Providing enough parking for businesses, while also protecting adjacent neighborhoods, represents a significant challenge.

Findings

- **Study participants perceive a major traffic problem along Division – particularly the unsafe speeds of auto traffic.**
- **Some participants are concerned about the impacts of reducing speeds on Division for parallel neighborhood streets, particularly SE Clinton.**
- **Study Participants desire increased pedestrian & bicycle access along Division.**
- **There is a split in the community over parking issues. Some perceive a shortage, while others believe the existing surface parking should be converted to more productive uses.**

What's Valued. What's Missing.

In addition to general questions about the character of SE Division, survey materials asked a number of questions about specific uses. These questions investigated community-valued locations and activities and the types of uses community members would like to see in the future.

Survey respondents and interviewees were asked about businesses, destinations, and places that best define the character of the street. As might be expected, practical uses, such as a grocery store (Wild Oats) and a hardware store (Division Hardware), were by far the most frequently recognized businesses (see Table 4). After these two uses, the list of top destinations primarily focuses on restaurants and cafes, including Red & Black Coffee, Pix, Stumptown (the only top ten recognized establishment east of SE 39th), Lauro, and Haven. This result was not unexpected since 84% of all survey respondents said they visit the street for restaurants and cafes. The final two destinations most frequently mentioned include Mirador Community Store and Village Merchants (for a complete list of all establishments listed, see Appendix 6).

This list of valued uses represents the practical, independent disposition of the street and the community. Residents and business people use the street for their day-to-day activities, including hardware, coffee, and groceries. They value the unique restaurants and local, independent retail establishments. In the survey, 47% of respondents agreed, "I visit the street because it provides the services I need most." This mix depicts a neighborhood-oriented main street that provides useful products and services to the community.

Table 4 - Community-valued Destinations Along SE Division Street

Destination	Frequency Listed	Location
Wild Oats	55%	30 th
Division Hardware	32%	38 th
Red & Black	17%	22 nd
Mirador Community Store	16%	21 st
Pix	16%	34 th
Stumptown	16%	45 th
Village Merchants	14%	33 rd
Lauro	13%	34 th
Haven	11%	35 th

Question: What businesses / destinations / places define the character of the street in your mind? (i.e. your favorite places)

Top uses are primarily located in the nodes along the street. The Seven Corners node contains two of the top five survey destinations - Red & Black Cafe and Mirador Community Store. Wild Oats, located in the SE 30th node, was the top vote getter and is one of the major informal socializing venues. One interview respondent commented, "You can't have a neighborhood without a grocery store." Several respondents mentioned using Wild Oats all the time, but also stated their preference for supporting a locally owned business. It will be interesting to see how the coming of New Seasons will affect Wild Oats' role within the community.

Several destinations within the 35th-38th node, including Division Hardware (2nd highest vote getter) Haven, Portico, and Eugenio's, were also mentioned. The Hardware store appears to function similar to Wild Oats as a key location for community interaction.

Finally, survey respondents were also asked what types of uses the street is currently missing (see Table 5). Over 60% agreed that the community needs a library. People ranked parks next in importance, followed by restaurants. Rounding out the top five are community facilities and clothing stores. This list of desired businesses and uses could be used to show the City community support for a library or parks, or to show prospective developers, property managers, and merchants community support for types of businesses.

Table 5 - Desired uses along SE Division St

Use	Frequency Listed
Library	63.60%
Parks	59.60%
Restaurants	57.60%
Community Facilities	55.60%
Clothing Stores	43.40%
Laundromats / Drycleaners	33.30%
Other (Bank mentioned 11 times)	33.30%
Florists	32.30%
Housewares	30.30%
Copy Shops	28.30%

Question: Check adjacent box if you think the street needs more of a particular type of business/destination/place

Findings

- **Uses identified as contributing to the character of the street tend to be more day-to-day in nature – grocery, hardware, local retail, and coffee**
- **The grocery store and hardware store serve as major anchors and places for informal socializing**
- **The community desires a library, more parks and restaurants, and several additional services, such as clothing stores, a bank, a laundromat, and a housewares store**

Summary

Surveys, on-street conversations and interviews reveal many different perceptions of Division; yet recurring descriptions imply salient characteristics that make up Division's identity. Notably, the responses received in the six themes do not suggest a completely unified vision for the street. Community values and the strength of priorities vary depending on the topic discussed. A few clear priorities can be teased out, while some challenges remain.

A number of fundamental priorities were evident from the assortment of community outreach synthesized for this project. First, a majority of community members support the local business platform currently being pursued by Division Vision. Numerous respondents expressed concern over the potential loss of local businesses along the street. Second, and somewhat related, support for existing businesses by the neighborhoods appears to be strong. Residents largely target nodes of commercial

activity, visiting them several times a week. Third, community members value the pedestrian-oriented businesses and would like to see efforts to improve the pedestrian experience.

In contrast to these commonalities, difference of opinion and/or conflicting goals complicate some issues. Finding the balance between intervention and inaction could prove difficult. It must be recognized that what exists on the street has resulted from a largely organic process and too much prescription could seriously hinder the evolution of the street. Without direct intervention, many of the new businesses have garnered support within the community. Similarly, developing a vision that keeps the neighborhood feel, creates a more active pedestrian environment, and fills perceived gaps between existing nodes will also present a challenge. In many ways, creating a more active environment involves increasing the intensity of development, but this increased intensity could have significant impacts on the “village-like” feel of the street. Fleshing out the meaning of interpretations such as “hodge podge” and “neighborhoody” will be needed. Once this is done a more complete community vision can be realized. Finally, traffic volume and speed overwhelms the positive characteristics of Division, but traffic calming could impact neighboring streets (i.e. SE Clinton St.). This will need to be considered when determining a strategy to minimize the influence of the automobile.

OPPORTUNITY SITES

SE Division community members would like to have greater input and involvement in the evolution of the street. One approach is a community ownership program that purchases either an existing property, or a vacant property. Another approach is to engage developers, property managers or prospective tenants early on in the development or lease process. Sites are recommended that fit two categories either (1) existing properties, possessing attributes valued by the community, or (2) vacant properties, without community valued assets or not currently contributing to the character of the street. All sites listed below are relevant to either approach.

In addition to identifying opportunities along the street, both lists below also indicate sites that DVC should watch for future development or turnover. They have significant potential; hence, the market will eventually recognize this potential and take action. These sites will be integral in the future development of the street.

Site selection criteria for both categories rely upon the existing conditions analysis, the themes and findings, and basic real estate principles. Survey respondents and interview subjects stressed several points used as criteria or informed the selection of additional criteria. The criteria included: (1) supporting local businesses, (2) ensuring architectural quality or removing eyesores, and (3) creating or supporting a pedestrian-friendly environment. Additional criteria are explained in the context of both strategies.

Identity and Investment

One possible strategy that could prove useful for guiding development along the street is the purchase of buildings with a local business as a tenant and characteristics most valued by the community. Although

possibly more capital-intensive, this category would allow DVC to target properties because of their contribution to the character of the street. In addition, these sites allow DVC to invest in the evolution of the street without undertaking development, which has added risks and complexity.

Two sets of properties were initially selected. First, sites that have all the following attributes: (1) architectural quality, (2) a local business as tenant, (3) good orientation to the street⁸, and (4) located within the boundaries of a node, as defined in the existing conditions section. Second, properties characterized by: (1) architectural quality, (2) good orientation to the street, and (3)



Image 4 – Eugenio's, Fluer de Lis

⁸ Good orientation to the street encompasses a setback of less than 25 feet and no parking separating the entrance from the sidewalk.

owned by an entity outside of the region⁹. Collectively, these criteria produced a list of 19 properties that present excellent investment opportunities, either for a community organization or a private investor (See Appendix 5 for the detailed list).

These sites were culled down using the ownership status of the properties. Sites where the business owner also owned the property were excluded from the final list. The following six sites present the best opportunities for DVC to invest in the street. Purchase of any one of these buildings would provide tenants with affordable rent over the long term. In some cases the purchase might actually reconnect the building and its tenants with the street by removing an absentee landlord.



Image 5 - Gramma Lucy's, Serious Juggling, Etc.

Table 6 - Investment and Identity Sites

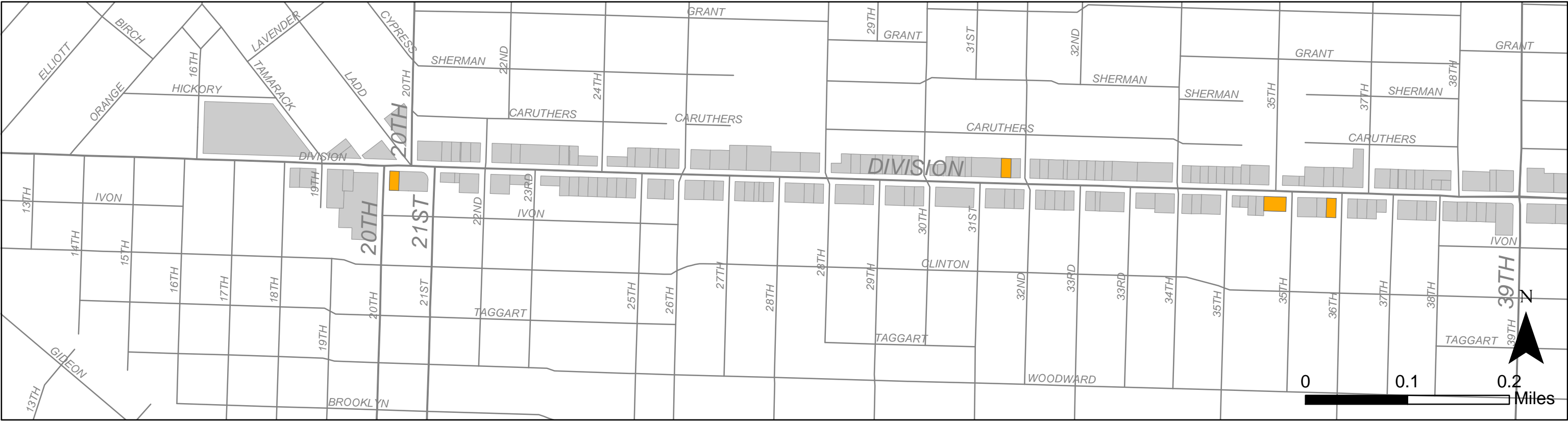
Business Name	Site Address	SQFT	Out-of-Region Owner	Building Condition	Ownership Structure
Oregon Transmission Center	4851 SE DIVISION ST	10018.8	No	Fair	Landlord
Gramma Lucy's	5008-5022 SE DIVISION ST	10018.8	Yes	Fair	Landlord
Oregon Theatre	3530-3542 SE DIVISION ST	8712.0	No	Fair	Business
Wynnes Café & Spirits	2002-2010 SE DIVISION ST	4791.6	No	Good	Landlord
Children's Exchange	3121 SE DIVISION ST	4791.6	No	Good	Landlord
Eugenio's, Fleur de Lis	3588 SE DIVISION ST	4791.6	No	Good	Investment

Refer to Map 2 for the location of these sites

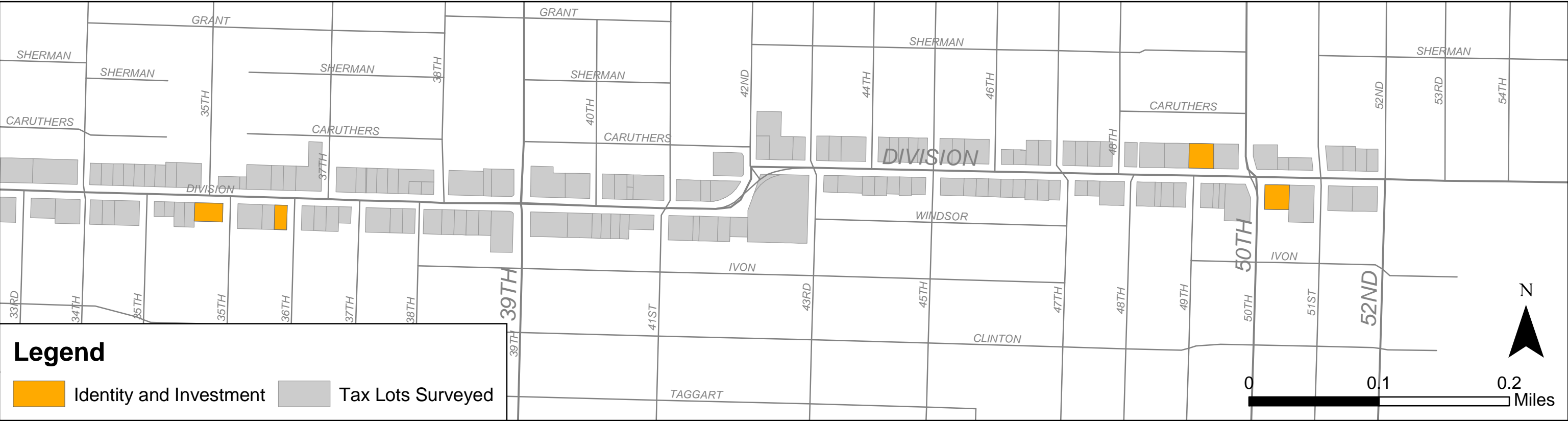
⁹The four counties of Multnomah, OR; Clackamas, OR; Washington, OR; and Clark, WA defined the region.

MAP 2: Distribution of Identity and Investment Sites Along SE Division

WEST END - 18th to 35th



EAST END - 35th to 52nd



Source: Metro RLIS Database, August 2003; POP Land Use Survey, May 2004

Bricks and Mortar

Another category of opportunity sites includes properties that do not currently contribute to the character of SE Division. Identification of these sites was aided by an analysis of the development potential of properties within the corridor. A high development potential, in this case, means that (a) the current use is not fully taking advantage of the existing property (i.e. only a small portion of the property is currently used for improvements or the zoning provides for much more intense development), or (b) the property is currently vacant or in disrepair. In our estimation, these represent excellent opportunities for redevelopment along the street.



Image 6 - Abandoned Gas Station

Similar to the previous analysis, properties were compiled that met two sets of criteria. First, fully vacant properties or buildings on a lot over 5,000 square feet and surface parking lots were included in this set. Second, underutilized properties and properties in disrepair comprise this set. These properties were identified by three traits: (1) the building condition ranked “poor” or “below average”; (2) upkeep of the property classified as “poor”, and (3) the property was determined to be underutilized by virtue of the building coverage ratio or improvement to land value ratio¹⁰.

After evaluating each property with these criteria, other characteristics were noted for those sites that met the criteria. These attributes were (1) whether a “non-complementary” use was currently located at the site and (2) whether the existing structure had poor orientation to the street. The initial analysis identified eleven properties as high in development potential (List available in Appendix 5). The additional characteristics noted for the sites in conjunction with other considerations helped cull the list down to four properties with particularly potent development potential for DVC.

Table 7 - Bricks and Mortar Sites

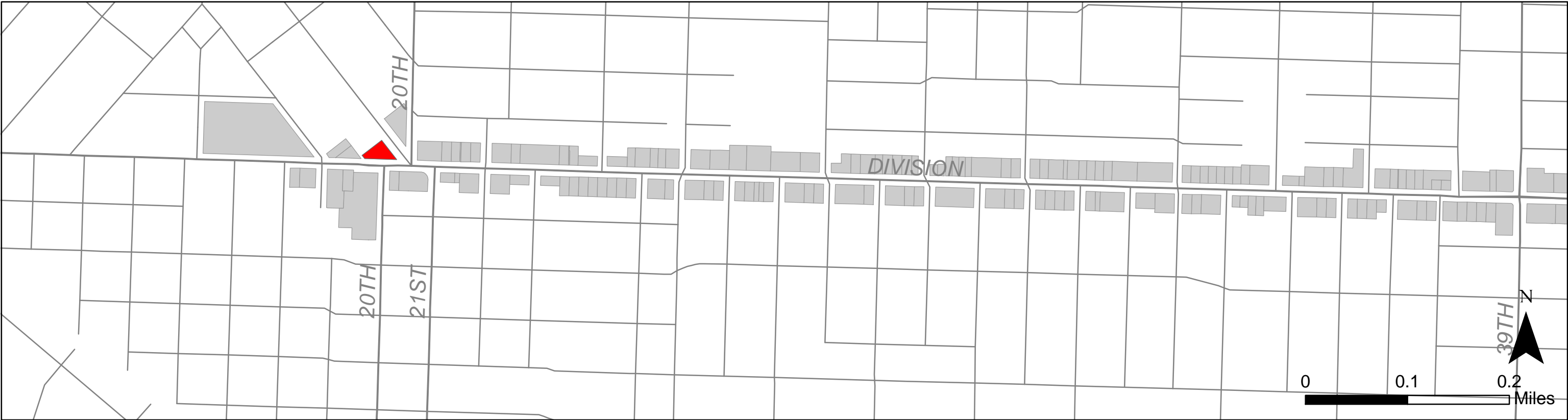
Site Address	Building Coverage Ratio	Improvement-to-Land Value Ratio	SQFT	Non-Complimentary Use	Poor Street Relationship
1949 SE DIVISION ST	0.195	0.06968	9583.2	No	Yes
4335 SE DIVISION ST	0.248	0.08976	10018.8	No	No
4510 SE DIVISION ST	0.220	0.00000	6534.0	Yes	No
4736-4746 SE DIVISION ST	0.000	1.52122	9583.2	No	Yes

Refer to MAP 3 for the location of these sites

¹⁰ Underutilized defined as having a building to coverage ration of less than or equal to 0.35 (measured as the building floor plate square footage divided by the lot square footage) or an improvement to land value ratio of less than one.

MAP 3: Distribution of Bricks and Mortar Sites Along SE Division

WEST END - 18th to 35th



EAST END - 35th to 52nd



Source: Metro RLIS Database, August 2003; POP Land Use Survey, May 2004

RECOMMENDATIONS

Guiding principles, existing conditions, and themes lead to the following recommendations. In conjunction with the opportunity sites, these recommendations provide DVC direction concerning future development and investment opportunities along SE Division Street.

- **Encourage development in existing nodes**

Evidence from both the existing conditions analysis and themes suggests that SE Division is not a coherent district. Furthermore, community input suggests that the people living, working, and shopping along the street do not desire SE Division to become a coherent district. Rather, the street is composed of a string of fuzzy nodes, with each node having character on which to build. Consistency and coherence of a “Division District” might come about by developing the character of each node, yet tying the nodes together with street improvements.

- **Consider developing community facilities or general retail**

Community feedback indicates that a library, more parks, a housewares store, a Laundromat and a florist are among the top uses missing along the street. DVC should encourage developers to consider these uses as they design for properties within the corridor. Additionally, DVC should consider one of these uses for any possible community owned venue.

- **Utilize the list of opportunity sites as areas to focus future efforts**

The dual role of the opportunity sites, as community ownership opportunities as well as development hotspots, allows these sites to act as indicators of the overall direction of the street. Utilizing these sites and the areas adjacent to them as the focus of DVC’s future efforts may allow DVC to influence the overall course of the street more directly.

- **Further investigate development feasibility**

Before taking any action on the sites listed as opportunities, DVC should investigate the development feasibility further. This should be done in collaboration with a professional knowledgeable in real estate fundamentals.

- **Engage developers early on**

By understanding the development process the coalition can engage developers early on and help direct change. With clear priorities in hand, initiating a dialogue with owners or prospective developers may allow the community’s vision to be more fully realized.

- **Embrace the eclectic nature of the street, but replace old/rundown structures**

- People with overall negative or neutral impressions of the area often mentioned old, rundown buildings peppered along the street. Overall, the mixed texture, “hodge-podge,” or eclecticism are positive characteristics. It is the disused and dilapidated properties that produce negative impressions.

- **Assist and support local businesses**

Local businesses are vital to the character of the street along SE Division. Community input overwhelmingly supports local businesses as positive contributors to the street. DVC should assist and support these local businesses in order to encourage their growth on the street. However, as DVC aids these businesses the efforts should not prevent new investment in the area. Instead, DVC must engage the new businesses that move to SE Division and encourage them to become members of the coalition or other organizations along the street.

- **Keep business community informed of DVC ideas and actions**

DVC should create and distribute a newsletter or informational flyer targeted at business owners. This document should inform the business owners of DVC's ideas and actions and invite them to participate in the coalition.

- **Advocate streetscape improvements that link nodes and slow traffic**

Finally, evidence indicates that individuals who currently use the street do not tend to walk east or west. The separation between the nodes and the physical or geographical constraints of the street discourage the use of SE Division as a pedestrian path. Thus, DVC should advocate, through the TGM and MTIP planning processes, streetscape improvements that link nodes. Furthermore, community input reveals that traffic creates the perception of danger and impedes street crossings. Therefore, DVC should also advocate streetscape improvements that slow traffic and provide additional crossings.

NEXT STEPS

DVC can continue to pursue its goals by considering the following actions.

- **Community Ownership**

Utilize the Community Ownership resource located in Appendix 2 to investigate the possibility of DVC becoming an owner of property on the community's behalf. Pursuing this method of involvement in the evolution of the street will require further research. The resource in the appendix provides further direction

- **Refine the Community Vision to Guide Future Development**

DVC should revisit their vision for the community as a whole (i.e. all four neighborhood associations). The TGM planning process might provide an excellent opportunity to bring together community members, businesses, and city agencies and expand support for the vision. In addition, the themes discussed earlier provide an excellent foundation for this process. The vision should clearly articulate the future trajectory of Division St., as well as, the specific wants and desires of the community.

- **Understand Negative Impacts of the Vision for both Businesses and the Community**

As part of the visioning process the potential negative repercussions should be considered. All actions, no matter how well intended, have unexpected consequences. It is important for DVC to try to understand those consequences (especially the impact of DVC's decision on adjacent streets) and find ways to ameliorate them.

APPENDIX 1 – HISTORICAL BACKGROUND

Inner SE Division runs through four different neighborhoods: Hosford-Abernathy, Richmond, Mt. Tabor, and South Tabor. It began as one of many streets feeding a collection of early 20th Century subdivisions. Developers of the period frequently built additions to streetcar lines to entice new residents to these subdivisions. Known as “southeast streetcar suburbs,” these areas were serviced by lines along SE Belmont St. (terminating at Mt. Tabor), SE Hawthorne Blvd, and SE Clinton St. The establishment of these suburbs coincided with a substantial increase in Portland’s population.

Between 1890 and 1900, the city’s population almost doubled. To serve this dramatic population increase, a number of activity nodes surfaced in the vicinity of Mt. Tabor. To the east and west, SE Division St, then called “Section Line Road,” served residential and commercial needs. At the same time, commercial hubs were developing to the north along SE Stark, Belmont, and Hawthorne Blvd, in the vicinity of present-day SE 50th and 60th Avenues, and to the south along SE Clinton. Collectively, these activity centers have provided residents in the vicinity of SE Division exceptional access to various activities and goods.

Excellent access continues to this day. SE Division still provides a mix of residential and commercial uses to the neighborhood, as well as excellent connections to surrounding commercial centers. With an eclectic blend of uses – including local coffee shops, a hardware store, and numerous services – SE Division provides a unique environment for community members. Although most of its commercial activity is concentrated between SE 20th and 39th, a mix of uses stretches out to SE 70th. Because of this vital mix of uses, Metro designated SE Division a “Main Street” within the region (see below for description).

Guiding Planning Projects / Processes

Because the four neighborhoods along SE Division are interdependent, and because any development or redevelopment will produce impacts on surrounding neighborhoods, it is important to understand the various planning frameworks and processes affecting the area. The following section briefly describes the applicable components of planning frameworks and processes relevant to the project.

Metro 2040 Growth Concept

Metro’s 2040 Growth Concept, completed in 1994, set out the means by which the region will accommodate expected growth over the next 50 years. In this framework, future growth within the region will be directed to areas of increased density, including centers, transportation corridors, and main streets. Metro designated SE Division as a “main street,” defined as a “neighborhood or community business district.” Main streets include concentrations of higher density housing, shopping opportunities, services, and restaurants, which serve surrounding communities. These multiple uses should provide a pleasant pedestrian environment and should be served by high quality transit service. Although these characteristics prevail to a degree along the westerly, inner reaches of the street, they do so to a lesser degree along outer-SE Division east of 52nd.

City of Portland Comprehensive Plan

In the Comprehensive Plan, the City of Portland specifies many objectives applicable to redevelopment along SE Division. First, the City aims to encourage infill and

redevelopment along Main Streets as a strategy for implementing the “Livable City growth principles.” Second, the plan calls for ensuring adequate densities (15 units/acre) within a quarter-mile of Main Streets to support activity and viability in these areas. Finally, it stresses the preservation and stability of existing neighborhoods in the face of increasing density. The City’s objectives seek to ensure that both the physical and social infrastructure within a community remain strong long-term, which is particularly relevant to DVC’s goals.

Richmond Neighborhood Plan

The Richmond Neighborhood Plan, adopted by the city in 1994, outlines a number of relevant objectives. In setting forth the neighborhood’s business policy, the Neighborhood Association expressed a desire to “develop working relationships between the business and residential communities.” To do this, the plan aims to define, develop, and promote a clear identity for the business district. In addition, commercial property should be thoughtfully utilized according to the neighborhood vision.. Finally, improvements should increase the pedestrian orientation of the area. GNT’s recommendations strive to help the community fulfill all of these aims.

Hosford-Abernathy Neighborhood Plan

Similar to the Richmond plan, the Hosford-Abernathy Neighborhood plan envisions a unified identity along SE Division and solid relationships between residents and business owners. It calls for the attraction of new retail and services which meet the needs of surrounding communities and it encourages drawing new investment into the area; however, the plan also states that these should be achieved without displacing existing businesses and should improve the image of existing business districts.

Mt. Tabor Neighborhood

Currently, the Mt. Tabor neighborhood does not have a plan to guide development. In the 1990s, the neighborhood began the process of developing a plan; however, it was not completed.

South Tabor Neighborhood Plan

The South Tabor Neighborhood Association completed a plan in 1996. In this document, the Neighborhood Association set out a number of action items applicable to redevelopment along SE Division. Specifically, South Tabor wishes to preserve and encourage multifamily zoning along SE Division. The plan states that “businesses should enhance the neighborhood, not detract from it.” Action items to support this principle include: developing working relationships between business and residential communities, identifying business structures that need upgrading, and encouraging commercial uses that do not require extensive parking facilities.

“Creating a Sense Of Place On SE Division”

Community members sharing SE Division gathered in 2001 to identify opportunities and constraints along SE Division, and to come up with possible solutions. Coordinated by City Repair, a local community organization, this meeting served as both a public discussion and a design forum. Community members identified current challenges and proposed specific treatments to improve Division, focusing on the “7 corners” activity node between SE 20th and SE 22nd Avenues. This process produced a vision for future development, primarily concerning streetscape improvements.

Division Vision Coalition Forms

In January 2002, the Division Vision Coalition formed in recognition of the similar goals and objectives of multiple Division stakeholders, and the overlap in activities being initiated. The coalition allows the community to better coordinate volunteer efforts, pool resources, and access funding opportunities. DVC brings together residents and business owners in the Richmond HAND, Mt Tabor, and S Tabor neighborhoods, the 7 Corners Localization Initiative, and the DCBA. The coalition has organized the neighborhood around the idea of a sustainable urban main street. DVC has successfully applied for MTIP funding for streetscape improvements on Division, and TGM funding to do the planning for the improvements. (See streetscape & TGM sections below)

Portland Bureau of Planning Main Streets Project

The city will soon undertake an assessment of the city's designated main streets. The assessment will focus on the physical and economic condition of the various corridors as well as an understanding of the market areas, conditions and functions of different commercial centers. SE Division will be the first test case for the project, which will examine issues such as non-conforming uses – of which Division has several. The city hopes to come up with solutions for zoning problems, potentially creating a new type of commercial overlay for main streets.

Division Street Reconstruction Project: Portland Department of Transportation

As a result of DVC activism, SE Division will be the focus of \$2.5 million of Federal Transportation funds to be allocated by 2006. In June 2004, PDOT will begin the planning process for pavement reconstruction between 6th and 39th and multimodal improvements between 11th and 60th Avenues. These improvements will aim to enhance the pedestrian environment, support alternative forms of transportation, and reduce the impact of traffic along the street.

Oregon Transportation Growth Management Grant – “Green Street/Main Street” Project

In addition to the Reconstruction project, the Division Vision Coalition recently received an \$180,000 grant from Oregon's Transportation Growth Management Program. This project, called “Division Green Street/Main Street” will be used to support the reconstruction project's planning process, facilitating broader and deeper community participation. Its purpose is to identify how to use Division Streets land uses, transportation function, buildings and urban design to convert the corridor into one that is more community-oriented, economically vibrant and environmentally sustainable.

“Urbanics” PSU Workshop project

At the same time as GNT's Power of Place project, another PSU workshop team, “Urbanics” explored sustainable options for the street improvements proposed for Division Street. To inform the community about the streetscape planning process starting in the summer of 2004, and to prepare community members for the public involvement process, Team Urbanics hosted three community workshops to introduce concepts of sustainability and specific “Green Street” treatment options available for making Division Street a more sustainable urban main street. A design exercise within the workshops, allowed participants put to practice the Green Street treatment ideas introduced, and create streetscape posters highlighting their primary goals for five intersections along Division Street. The design ideas were passed to the City of Portland Bureau of Planning and the Portland Department of Transportation to assist their upcoming projects on the street.

APPENDIX 2 – COMMUNITY OWNERSHIP

Ownership of real estate and strategies to preserve or attract businesses, or to stabilize community business districts, are very complex subjects. *Equitable Development Toolkit: Commercial Stabilization*, produced by Oakland CA-based PolicyLink, provides a detailed discussion of how communities might “stabilize” their business districts and is included with this report.¹¹ It does not, however, discuss ownership models. Below is a summary of community feedback, potential approaches to community and collective ownership, and key issues.

Community Feedback

Distributed at a SE Uplift Development Summit in April, the first survey focused on identifying interest in, and the direction of, a community ownership program. Three-quarters of respondents indicated that they would want to participate in a community ownership program if it could help them build the character of their place (13 respondents out of 17; 4 were unsure). Respondents were also asked what their primary concern would be as a community owner. Top choices among five and “other” were: providing affordable space for small, local businesses, and developing underutilized properties – objectives that might be consistent with a nonprofit community land trust (CLT) model (explained below). Third and fourth place choices were: “building a community asset portfolio with which to leverage other community purchases,” and “preventing particular uses and activities from entering the community.” These objectives might require a different model.

The second survey was more open-ended than the first and more widely distributed. Regarding community ownership, it asked if the community should be more involved in preserving space for locally owned businesses. Half of the respondents strongly agreed, one-third somewhat agreed, and remaining respondents had no opinion or disagreed. It also asked whether they wanted to learn more about community ownership. Approximately two-thirds wanted to learn more, while one-fifth indicated that they were not interested.

Interviews to varying degrees delved into community ownership as well. Most interview subjects, among 15, were asked: “Do you know anything about community ownership? Would you like to learn more?” “Activist/Advocates” knew about it and wanted to learn more. Their concerns included financing a program and “different techniques and strategies.” Business owners generally did not know about it; some of them wanted to learn more while others didn’t think it was a good idea. For example, one business owner thought the market should determine uses along the street, while another, although believing the community should have some say, thought that, ultimately, property rights “rule the day.” Another thought the business association isn’t concerned with community ownership per se, but rather with community control of businesses along the street. This echoes another business-respondent, who was concerned about the potential for “unfair discrimination” – having a “very vocal minority” picking winners or losers under the guise of a community program.

¹¹ Also available at: <http://www.policylink.org/EquitableDevelopment/>

In sum, Summit survey responses demonstrate strong interest in community ownership and a good indication of important objectives among people already interested in land use development issues along Division. Top objectives might be consistent with a commercial CLT model (or other nonprofit organizations), while other objectives might require a different model. The second survey also demonstrates solid interest; however, some respondents were either indifferent or against the idea. Finally, “Advocate/Activists” showed interest, while business owners showed a lack of interest, skepticism, or doubt.

The following sections cover a variety of approaches to both community and collective ownership, beginning with models usually considered in relation to affordability or community stabilization issues. These are covered in greater depth since the original problem was framed in terms of ensuring the “persistence of community assets,” which, however it implies affordability or longevity, is nevertheless an ambiguous phrase. Community feedback would dictate a broad approach to analysis of ownership structures, but most feedback wasn’t received until well into the project. Consequently, time needed to go into great depth on all structures wasn’t available. A more in-depth analysis should be an area for future work.

Nonprofits: Community Development Corporations (CDCs) & Community Land Trusts (CLTs)

Both CDCs and CLTs usually focus on providing below market-rate housing. This is the case with Division-area organizations, Portland Community Land Trust (PCLT) and REACH CDC, for example. PCLT, however, would like to develop guidelines for including commercial real estate in its portfolio; one problem is defining businesses in need of help, as well as the context for which PCLT would be appropriate. CLTs are a “trust” – a type of legal agreement “under which one person [entity] transfers title to specific property to another, who agrees to hold or manage it for the benefit of a third person [entity].”¹² CLTs primarily hold land for the benefit of a *geographically* defined community, usually keeping homes affordable by taking away the cost of land from the price of ownership and setting resale price by formula rather than having it set by the market. In theory, this concept could be applied to commercial properties as well; in practice it is not done, at least not in the U.S. CDCs are not an “ownership model” per se; rather, they are one type of incorporated organization that can own property and which specializes in community development.

For low-income communities suffering from disinvestment, the primary goals for a CLT are to sustain owner-occupancy of *housing* and to prevent a return to absentee ownership, the latter of which is one major cause for disinvestment. For “communities where property values are rising ... the primary goal is to limit resale prices so homes will continue to be affordable for lower income households.”¹³ The latter case, were it applied to commercial properties for purposes of providing below market-rate space, would better fit the Division context. However, under what conditions a CLT can be applied to commercial properties remains somewhat unclear. As a nonprofit organization, it may be necessary for CLT non-housing improvements (i.e. commercial or community buildings) to be leased or sold to nonprofit organizations or house facilities performing community services or functions (the same logic would apply to CDCs). Who

¹² Trust definition: <http://www.lectlaw.com/def2/t056.htm>

¹³ CLT re: housing: <http://www.policylink.org/EquitableDevelopment/content/tools/39/8-6.asp>

or what determines the scope remains in question. In addition, for a nonprofit community organization with limited capital, the risk of managing commercial properties is a strong deterrent.

Lessons can be learned from the Burlington Community Land Trust (BCLT) in Vermont, which appears to be the only CLT in the states that owns commercial properties. BCLT Project Developer, Amy Demetrowitz, confirms that BCLT “owns a number of commercial properties,” and that “most are occupied by non-profit organizations...”¹⁴ She adds that BCLT owns a couple of market-rate commercial properties, which were purchased “only because it was necessary to support adjacent affordable housing.” For example, BCLT:

Restored a burned-out building in downtown Burlington into 17,000 sf commercial and 34 apartments. [BCLT's] prime motivation in this was to restore the housing, and the commercial was necessary because of the location. The commercial space is leased at market rates.

When asked whether CLT commercial property had to be tied to charitable purposes, and what defines the scope, Ms Demetrowitz suggested that it probably depends on the wording of the mission statement that the nonprofit uses to gain nonprofit status.¹⁵ BCLT's mission statement, for example, includes “creating an economic base for the community,” which would encompass small business development or incubator space, according to Ms Demetrowitz. However, BCLT's focus has been on housing.

The biggest issue is risk, she said: “We've developed a number of commercial spaces ... that have remained vacant for long periods of time. Our budgets can't handle this.” This echoes concerns voiced by REAC CDC which, in the past, has had difficulties leasing commercial space. With limited capital, the cost of riding out vacancies can be insurmountable.

BCLT does not practice the traditional land trust model. Rather than owning only the land and leasing out improvements, BCLT owns land and improvements. According to Ms Demetrowitz, BCLT wants to let the nonprofits focus on their work, whether it's providing child care or legal advice to low-income people, while BCLT focuses on their work: managing real-estate. This means the usual approach to affordable space – removing land cost – isn't the goal. Rather, community capital campaigns allow BCLT to buy land and improvements and then rent out space at operating cost (taxes, insurance, management fees, etc.). According to Ms Demetrowitz, this is the best situation to be in, for both BCLT and tenants: tenants receive below-market rate space, while BCLT has a secure investment. BCLT did try the traditional model, but when the tenant moved out it was required to buy back the property at appraised value, which was very high. After that it had trouble leasing the space.

In sum, owning both land and improvements, and carefully considering the formula and arrangements that will determine resale value, will be important considerations for any prospective Division CLT. However, although it is clear that CLTs *can* own commercial space, it is not entirely clear what circumstances are appropriate or allowed. Practical considerations, such as risk, and particular organizational values, such as its mission, inform BCLT's commercial purchasing decisions. In addition, due to limitations imposed

¹⁴ BCLT email correspondence, 5/22/04, Amy Demetrowitz, Project Developer Burlington Community Land Trust, P.O. Box 523, Burlington, VT 05402

¹⁵ BCLT email correspondence, 6/04/04, Amy Demetrowitz, *ibid*.

on nonprofits, it appears that this space should be tied to “charitable” purposes. These limitations and purposes are briefly discussed below.

Limitations for Nonprofit Organizations

As non-profit organizations, CDCs and CLTs are able to receive tax-deductible donations and grants, federal funding, and are exempt from federal taxation, which are important sources of financing or subsidy, especially when first getting started. Because of their non-profit status, however, there are certain limits to the scope of their work:¹⁶

- *Non-profits [501(c)(3) corporations] must be organized for certain “charitable” purposes*

Purposes relevant to a community ownership program might include: educational, “erection or maintenance of public buildings, monuments, or works”; lessening the burdens of government or neighborhood tensions; and “combating community deterioration.” Some of these are consistent with objectives proposed by Division community members: “combating community deterioration,” for example, might be consistent with developing underutilized properties. Perhaps building community kiosks is consistent with “erection ... of public ... monuments or works”?

- *None of the earnings of the organization may inure to any private shareholder or individual*

This is an important limitation to consider, as many potential participants in a community ownership program may not be willing to contribute money if they are, not necessarily prevented from *making* money, but are prevented from taking title to shares of the organization’s holdings, which would preclude transfer of ownership should the individual wish to move out of the area. It is not clear whether this limitation means title to shares are impossible, or whether any appreciation in value of shares, and subsequently any gains, are prohibited. A Portland-area consultant, Tasha Harmon, who handles strategic planning for nonprofits, points out that cooperative corporations can be nonprofits and they have shareholders.¹⁷ Assuming that nonprofits *can* have shareholders, the question is whether or not an individual could invest, take title to shares commensurate with investment, and then sell them back perhaps recouping only the original amount invested, with any gains flowing back to the organization.

- *The organization cannot “attempt to influence legislation as a substantial part of its activities and it may not participate at all in campaign activity for or against political candidates”*

This also may be an important limitation to consider. For example, as a community organization potentially tied to neighborhood associations, political expression may be an important component of the organization’s work. A recent example of the limitation in action occurred when many SE area candidates for city council released to the press a memo on a Portland-area nonprofit’s letterhead: the nonprofit had to explain how this was a mistake, and that it did not endorse any of the candidates – because as a nonprofit it is not allowed to.

¹⁶ 501(c)(3) limits: <http://www.irs.gov/charities/charitable/>

¹⁷ Nonprofits and “shares”: email correspondence, 5/24/05, Tasha Harmon, Organizational Development and Strategic Planning for Nonprofits, Portland OR.

Recommendations: Nonprofit CDCs and CLTs

- **If some form of “commercial stabilization” is the primary objective of DVC or Division community members, then consult the PolicyLink document mentioned above and make sure one or more of its approaches wouldn’t be a better alternative to community ownership.**

PolicyLink discusses Community Land Trusts in the context of affordable housing and gentrification (in another document), which may also be important to consider. Conceptually, gentrification of a neighborhood’s housing is linked to gentrification of a neighborhood’s business district. Increasing or preserving affordable housing could be a strategy to keep Division Main Street *commercial space* mixed, ungentrified, or affordable to small, local businesses.

- **Contact an accountant or an attorney who specializes in nonprofit organizations and ask about nonprofit status and crafting mission statements that would allow an organization to purchase real estate for purposes consistent with Division Community objectives.**
- **Division community members may wish to start their own CDC or CLT, but developing partnerships with REACH or PCLT may be the better way to go.**

REACH CDC currently has tentative plans to develop the vacant parcel at 21st & Division, possibly providing special needs housing. There may be an opportunity for the Division community to work with REACH; perhaps developing ground-floor retail, community space, or workshops, in addition to special needs housing. The site seems perfect for any of these uses, partly due to its centrality within the “7-Corners Node,” but also in anticipation of New Season’s opening. In addition, Portland Community Land Trust would like to figure out how to integrate commercial properties into its program. It may turn out that a partnership with an established community organization, which has developed community guidelines for determining commercial “community assets,” might enable PCLT to move forward. However, if any “legal partnership” were to be established, which seems a likely condition, interested Division community members may have to form an organization able to “do business.”

- **If the scope and purpose of any prospective community ownership program is consistent with, and can be limited to, the scope and purposes allowed for nonprofit organizations vis-à-vis IRS rules, then all else being equal, nonprofit CDC or CLT would be appropriate choices.**

CLT would be the favorite for holding property long term and keeping its price below market rates, land and/or improvements. However, keep in mind that BCLT has had problems in the past owning only the land, and also provides positive reasons for managing both land and improvements.

- **If “buy-in” and “buy-out” discourage formation of a community ownership program, and the program can be limited to IRS “charitable” purposes, contact the resource below to find out if nonprofits can have shareholders and, if so, how the organization’s operating agreement or bylaws should be written to prevent individuals from making a profit off their shares.**

Ms Harmon provided the following resource: Technical Assistance for Community Services (TACS) hot line: 503-233-9240 (or 239-4001). TACS also carries the *Oregon Nonprofit Handbook*, which might answer these questions.

TACS is located in a house on SE Ankeny, just west of 20th, north side of street (across from City Bikes).

Other Models

As mentioned above, there may be reasons why nonprofit incorporation or trust would be problematic approaches to community ownership; to providing below-market rent space; business district stabilization; or a host of concerns couched in the phrase “ensuring the persistence of community assets.” Much depends on the objectives of the community, as well as the level of interest: The former defines the scope and purpose of the program, which may or may not limit it to roughly affordability and preservation purposes; the latter may bring into question whether a “community” ownership program can exist at all. How many people, for example, does it take to say that the community wants “community ownership?” Granted, a CLT is defined in such a way that its purpose is for “the community” – defined by geography. But there are other approaches to ownership that could be defined similarly, including CDCs. In light of some community feedback, DVC may want to consider the implications of a “geographical” approach to the definition of community versus a membership, person approach. Both seem to have limitations regarding inclusiveness and democratic participation.

The level of interest in a community ownership program also gives some indication of the potential resource base from which to obtain financing for purchases. Nonprofit status will enable certain kinds of financing while most likely precluding others. It also limits the scope of the program. “For profit” status will enable other kinds of financing but may weaken the community’s ability to ‘lock in’ such objectives as long-term affordability. There are many contingencies involved in deciding which model is best. The next section provides a brief overview of other types of ownership, beginning with concerns common to all of them. Due to the complexity of the subject, its purpose is more reference or resource than analysis.

Concerns for selecting the appropriate ownership model

The following list of concerns was culled from various descriptions of ownership forms available on-line. These descriptions tend to cover the same items from one form to the next, and from one source to the next, which implies a certain level of importance. These were then loosely evaluated within the context of the project, i.e. a roughly defined collection of community members focused on purchasing Division St. properties. Finally, each form is summarized in a table based on their relative standing against the concerns and each other.

Decision-making structures and control – some ownership forms have a more rigid and prescribed decision-making structure, from a couple partners sharing the decision-making equally to a board-management structure with clearly defined roles. Control of the organization can be commensurate with investment amount, such as shareholders holding X percentage of stock and having X percentage of votes for corporate officers and directors. Other forms allow members to determine what defines controlling interest. A geographically focused, community-oriented organization interested in property ownership should have structured decision-making with community-inclusive control. The complexity of the tasks and the number of people likely to be involved would make an unstructured decision-making process ineffective.

Administrative complexity – some ownership forms require a great deal more administrative work than other forms. This costs money and time. The scope and scale

necessary to carry out the objectives of community members will, when weighed against other concerns, determine whether the added complexity is worth the money and time.

Size limits – some forms of ownership limit the number of owners. For community or collective ownership to work, it will be necessary to choose a structure that allows enough “investors,” but not to the point where “investors” have weak ties to the community.

Flexibility – some ownership forms allow members to determine many aspects of the organization, such as decision-making structure, inclusion of new members, et al. Flexibility may be beneficial since it allows member-values to shape the organization when it is initially being formed.

Liability – common owners of property may not wish to be liable for the decisions that other common owners make regarding the organization, mostly concerning debt. The more people involved in the organization, the more this will be the case. Limited liability for some or all investors will attract more investors. On the other hand, liability functions as a check on investor/owner behavior; there is more to lose so presumably decisions will be made more carefully.

Tax treatment – some forms of ownership have smaller tax burdens; reduced tax burdens means more money to do other things.

Transferability of interest – community members may not wish to invest in common ownership if it means they have to do it forever; people move, change their minds; having to lock into something is a strong deterrent to doing anything. On the other hand, a community-oriented ownership program wants committed members; the question is whether it has to be a structural feature or to what degree.

Potential financing – some ownership forms allow wider opportunities for financing than others

Life of the entity – some ownership forms dissolve at the death of a partner, while others have a “perpetual existence.” Ultimately, a community ownership program needs to be stable over the long term.

Real-estate ownership types¹⁸

Generally, only incorporated forms of ownership are appropriate for multiple, non-tenant owners of real estate, especially commercial real estate, in which DVC and other community members are most interested. For context, however, the basic forms of real estate ownership include:

- Sole Ownership
- Joint tenancy with right of survivorship
- Tenancy by the entireties
- Tenancy in common
- Business Ownership – Partnership, Limited Liability Company, Corporation

Of these forms, only “tenancy in common” and “business ownership” are relevant to multiple-party ownership, while “tenancy in common” is usually appropriate only for

¹⁸ General collective models: <http://real-estate-law.freeadvice.com/>

those wishing to become tenants of the real estate they own which, nevertheless, may be the case for potential Division co-owned properties.

*Tenancy in Common*¹⁹ – Tenancy in common is a concurrent ownership in which each tenant has an "undivided interest" in the property and all tenants have an equal right to use the property, even if the percentage of interests are not equal or units are different sizes. If a co-owner dies, a court supervises transfer of ownership. A co-owner can transfer his or her interest in the property at any time. Property held under this form may be "attached" by creditors of any one of the co-owners: If one co-owner were to have a creditor, his or her interest in the property could be at risk and attached, which would tie-up the property as a whole.

*Partnership*²⁰ – Generally, a partnership is a business run by two or more owners. In a *general partnership*, partners are liable for the decisions or acts of other partners made on behalf of the organization. A *limited partnership* has general and limited partners. General partners have the same liabilities as above, while limited partners are usually liable only for the amount of their investment. Tax benefits "flow" to the partners ("pass-through"). A partnership has to have at least two owners and no more than twenty, unless it is a limited partnership. If a partner dies, the partnership dissolves. Partnerships are commonly associated with professional services such as lawyers and doctors.

*Limited Liability Company (LLC)*²¹ – An LLC is a hybrid between a partnership and a corporation, combining the "pass-through" tax treatment of a partnership with limited liability given to corporate shareholders. It is recognized as a separate legal entity from its "members." Usually, an LLC is responsible for the company's debts, protecting members from liability. Unless articles of organization or operating agreement state otherwise, management and control is held by members, voting interest directly corresponds to interest in profits, and no one can become a member without the consent of members having a majority interest. Many states allow perpetual existence, though this is a contemporary development.

Corporation – A "C" corporation²² is recognized as a separate legal entity from its owners (shareholders). The percentage of stock each shareholder owns corresponds to voting power. Shareholders elect the Board of Directors. The Board of Directors controls overall corporate policies and procedures and elects corporate officers, while corporate officers manage daily affairs. Directors and officers are protected from corporate liabilities so long as corporate formalities, such as holding shareholder meetings, are followed. Shareholders are liable only to the amount of their investment. For a regular 'C' corporation, tax benefits are not passed through to shareholders, the corporation is taxed on profits, and shareholders are taxed on dividends. By electing to be an "S" corporation,²³ tax benefits can be passed through to shareholders, similar to

¹⁹ Tenancy in common: www.legal-definitions.com/real-estate/tenancy-in-common.htm

²⁰ Partnerships: <http://real-estate-law.freeadvice.com>,
http://www.bizhelp24.com/business_start_up/partnerships-1.shtml

²¹ LLCs: <http://www.mycorporation.com/llcbusiness.htm>

²² C-corporation: <http://www.ces.ncsu.edu/depts/fcs/business/ccorp.html>

²³ S-corporation: www.irs.gov/businesses/small/article/0,,id=98263,00.html

partnerships or LLCs. “S” corporations are limited to 35 shareholders. Shares are freely transferable in both types.

Table 8 - Summary of Real-estate Ownership Forms

Type of Ownership	decision-making structure & control	administrative complexity	size limits	flexibility	liability	tax treatment	transferability of interest	potential financing	life of entity
<i>Tenancy in Common</i>	shared	least complex/?	usually by # of tenants	flexible	liable	single	free/ not whole property	limited	not an entity per se
<i>General Partnership</i>	shared	mildly complex	20	flexible	liable	single	free	limited	death of partner
<i>Limited Partnership</i>	limited partners forego mgmt	mildly complex	none	flexible	general partners liable	single	free for limited partners	good	variable
<i>Limited Liability Company (LLC)</i>	variable	moderately complex	none	flexible	limited	single	free/variable	good	check state/death of partner
<i>"S" Corporation</i>	formal	complex	35	?	limited	single	free	great	perpetual
<i>"C" Corporation</i>	formal	complex	none	little	limited	dbl	free	greatest	perpetual

Making some assumptions about the scope and scale of the Division Community and its interest in a community or collective ownership program, it appears that some real-estate ownership forms might be more appropriate than others. However, information to make solid recommendations is lacking.

Tenancy in Common can probably be eliminated on the grounds that, in most cases, this form applies only to tenants of the building, which would limit participation in a broader “community ownership” program. The general partnership model can probably be eliminated as well, since this form allows only 20 partners, which would probably be too few people, each liable for the others’ decisions or actions. In addition, death of a partner dissolves the organization. It is fairly clear that neither of these would be appropriate for a long-term community ownership model. For a shorter-term, temporary arrangement, a general partnership might work. For individual buildings, the TIC might work.

“S” corporations could probably be eliminated based on the size limit as well: although 35 shareholders might be a sufficient number, a community-oriented, collective ownership model *limited* to only 35 people would clearly be an unnecessary limitation when other options remain. The remaining forms are Limited Partnership, LLC, and “C” corporation.

At first look, a typical “C” corporation might be eliminated based on its administrative complexity, double taxation, perhaps overly formal decision-making structure, and inflexibility. However, this characterization might be general only; there might be gradations to “C” corporations not researched. In addition, LLCs and limited partnerships have various exceptions and nuanced considerations that were also not researched.

Recommendations: Other Models

- **Consider the list of “concerns” above, such as size, flexibility, and transferability, and weigh them against DVC’s understanding of current and probable future circumstances**

These might be a good starting point for additional research and community outreach, such as focus groups and surveys.

- **Look into limited partnerships, LLCs, and “C” corporations**

Find out more about the laws that govern the structure of “C” corporations and whether there are different types with degrees of flexibility. Consider when or if liability for some members of the organization would be a good thing, and then weigh the differences between limited partnerships, LLCs, and “C” Corporations.

Overall Recommendations/Conclusions

Two scenarios really exist in the development of a community ownership program. The first is determining the structure that will ultimately be *the* “community ownership” model. The second is considering how to get there, which may involve a “transition” model. At the beginning, few people might be interested in organizing, while others might want to see some success before they get involved. It may be prudent to start a small, “community-oriented, collective” organization first. In addition, establishing an organization that can “do business” will open up the possibility for formal partnerships with established community organizations, such as REACH or PCLT. At a later date, or for particular types of properties or uses, a model such as the CLT might be used. For example, a small (10-20 member?), flexible organization could purchase properties but transfer some of them to the CLT at a later time – properties most clearly appropriate for a nonprofit organization, such as park space, community facilities, or space for nonprofit businesses. Other properties might be better left with the “community-oriented collective.” Based on this research, word-of-mouth, and seeing a handful of LLCs involved in real estate, an LLC might be the direction to look toward.

The Division Community has a substantial number of people energized about being proactive in the development process, particularly through community ownership. Moreover, community members have many ideas in common about how Division should develop. There is no reason why the community can’t rally around their common goals, lay down their values in writing, and make community ownership happen. Pick a property and show Portland the *Power of Place* – and your DivisionVision.

Some “Back of the Envelope” Calculations



BCLT Commercial Properties

How are community ownership programs financed? Many nonprofits, such as CDCs and CLTs, receive tax-deductible donations from various sources, grants, or in-kind donations. PCLT, for example, has received some donations of land from the City of Portland. BCLT’s 2002-03 budget was comprised of 56% grants, 21% rents, 15% fees and sales, 4% interest and 3% donations.²⁴ Are there other ways, particularly if the program is just getting started, or if the community wants more freedom to do the things it wants to do?

Individuals put equity into their homes and often take out loans on that equity for various reasons, such as home renovations. Why couldn’t a group of homeowners pool their equity and finance a community ownership program aimed at ‘renovating’ their main street? Or, to take another direction, The Church of Jesus Christ of Latter Day Saints (i.e. Mormons) ask that their members to pay tithing equal to 10% of household income, which is used for various charitable purposes. Why couldn’t place-based community members convince each other that they have an interest in donating 10% of their income to preserve, say, a certain amount of space for small, local, ‘on-the-edge’ businesses – which together create a community amenity worth paying for, but which can’t be achieved without the program?

Below are some “back of the envelope” calculations based on the “lower” Division area for such ideas:

Division, 12th-39th, ~1/4mi from Street			
est. SFR not mortgaged in 2000	390 X ...	Households 2000	2,924 X...
Avg. Value (2000\$)	\$190K	est. Avg. Household Income 2000	\$52K X10%
Hypothetical Resource Base1	\$74.1 mil	Hypothetical Resource Base2	\$15.2 mil

Commercial or Vacant Property, 18th-39th	
\$20.2 mil	take 15% off market: \$3 mil
fraction of total resource base: 3.36%	

Data: SFR & Income - Census 2000 SF3 processed w/ GIS
COM/VAC property value - RLIS 2003

²⁴ Burlington Community Land Trust Annual Report, 2003

APPENDIX 3 – PUBLIC PARTICIPATION

Southeast Uplift “Summit” Survey

Overview

GNT’s outreach began March 27th, with distribution of a short survey to participants at a Southeast Uplift “What is Good Development” Summit. Summit goals included:

- Creating and strengthening working partnerships and shared values among different groups that make development possible
- Articulating the connection between development and neighborhood priorities
- Creating a mechanism to activate positive connections between neighborhoods and development

Process

GNT was allowed to set up a table and make the survey available throughout the day to participants visiting the few activist information tables present. 35 surveys were handed out and 17 returned by the end of the day. Although an address was provided to send back surveys after the Summit, no additional surveys were received. About 75 people attended the Summit, waning to about 30 people by day’s end. It was assumed that feedback from people attending the Summit would reflect those already interested in development issues, particularly along Division, rather than the general population.

The Summit survey focused on gaining insights into the interest and direction of a community ownership program among people who see or could see SE Division as an important part of their “place”; one survey item queried respondents on this aspect, with all but one respondent answering affirmatively. Half of the respondents left contact information, and some were contacted for follow-up interviews. The survey, along with a summary of responses, begins on the following page.

In Depth Written Survey

Overview

The survey was a major tool for gathering community input about community-valued destinations from the neighborhoods surrounding Division Street. The purpose of the survey was to identify

- The role that Division plays in the lives of area residents and businesses
- The places / destinations that are valued along Division
- Why these places / destinations are valued (i.e. common themes)
- What types of places / destinations are missing
- Community interest in ways to preserve and develop these places / destinations

The survey was broken up into four sections:

- The Street Today
- The Future of the street
- Approaches to protect/preserve the community valued destinations

- Demographic information

Process

The survey participants comprised several samples:

- A random sample of 100 SFR lots, and 10 MFR units within 4 blocks of Division (between 18th and 52nd): These surveys were distributed with stamped/addressed envelopes to houses by hand on Apr 10th. This sample attempted to reach the average neighborhood resident. We received **43** of these surveys back – a relatively high response rate.
- 120 surveys were left at local businesses along the street (10 surveys were left at 12 different businesses: Division Hardware, Tom's Restaurant/Sports Bar, Mirador Community Store, Red and Black Cafe, People's Food Co-Op, Seven Corners Cycling, Wild Oat's Market, Detour Cafe, Village Merchants, Pix Patisserie, Haven Coffee Shop, and Laughing Horse Books. We received **35** of these surveys back.
- Surveys were distributed to all of the board members of neighborhood Associations and the business association in the study area: Richmond, HAND, MT Tabor, South Tabor, and Division/Clinton Business Association (DCBA). **12** surveys were received from this sample (4 Richmond, 1 Mt Tabor, 1 S Tabor, 6 DCBA)
- The survey was also available online at: <http://web.pdx.edu/~jbirks>. A hotmail account was setup to received electronic surveys. We received 10 online surveys back.

The survey (both online and hard copy versions) was publicized through several means: the DVC list serve, Richmond email list, HAND e-newsletter, flyers posted along Division Street and the SE Examiner

Interviews & On-street conversations

Overview

In order to gain a better understanding of the needs and desires of the SE Division Street Community, GNT conducted two types of interviews during the months of April and May. GNT first held on-street conversations with people spending time on Division Street. Later, GNT conducted in-depth interviews with local business owners and area activists. Overall, GNT found that residents, business owners and activists had similar concerns about the street as well as comparable goals.

Process

On-street conversations were held on Saturday, April 17th, 2004. GNT chose to hold the conversations on a Saturday in order to interact with as many residents as possible, believing more residents spend time on the street on weekends than on weekdays.

Each member of GNT solicited feedback from residents on different sections of Division Street, spanning the entire study area from SE 19th to SE 52nd. Each resident was asked five questions, ranging from how often he or she visited the street, to what changes he or she would like to see made to the street. In total, GNT held 62 on-street conversations.

GNT conducted 15 in-depth interviews with business owners and activists from April to May. In order to ensure an appropriate sample, GNT developed several categories of

businesses, ranging from sales and services to hardware and industrial uses. GNT then chose businesses on Division Street representing several different categories. Each in-depth interview was semi-structured with prepared questions and allowed for time at the end of the interview for the interviewee to add any additional comments.

Through DVC and other stakeholders, GNT learned of several activists in the Division Street area working to shape the future of the community. Activists were asked the same questions as business owners in order to ensure that the findings would be valid. GNT conducted interviews with activists working for public corporations, as well as community leaders and representatives of non-profit organizations.

APPENDIX 4 – LAND USE SURVEY

Initial RLIS Study

Overview

This study is to provide an initial overview of the area and supplement the Land Use Survey. The goals of this study are to:

- Identify vacant lots along SE Division within the study area.
- Determine the current zoning for the area and compare to the current use as supplied by the Multnomah County Assessor.
- Investigate other attributes of tax lots along SE Division within the study area as seems appropriate.

The Regional Land Information System (RLIS), managed by the Data Resource Center of Metro, provides detailed Geographic Data for the entire Portland Metropolitan region. The data available in RLIS will be relied upon to meet the goals outlined above. By utilizing a Geographic Information System (GIS) to analyze the data the results can be presented in both spatial and tabular formats.

Process

In order to select the appropriate tax lots along SE Division within the study area:

1. Using ArcMap and RLIS data SE Division Street will be selected between 18th and 52nd. This selection will be used to create a new shapefile representing the study length of the street.
2. Use the newly created shapefile and select by location function to select all tax lots within 50' of the study length of the street.
3. In order to identify vacant tax lots, determine the zoning, and compare zoning to current use for the tax lots along the street:
4. The zoning shapefile will be spatially joined to the newly created tax lot shapefile.
5. This combined file will allow for the comparison of zoning to current use as reported by the Multnomah County Assessor as well as the identification of vacant lots.
6. To perform other investigations as necessary:
7. The combined shapefile containing both county assessor data and zoning will be relied upon.
8. When calculating the improvement to land value ratio the data provide in the tax lot shapefile for land and building values will be relied upon.

Field Land Use Survey

Overview

A field land use survey was conducted for the length of SE Division between SE 18th and SE 52nd. The survey included 252 tax lots facing SE Division. The survey gathered information regarding current use, the site, the street in front of the site, and building condition. In addition, community input helped to shape several additional

characteristics that were collected about each property. These additional characteristics included: (a) the presence of informal gathering space; (b) the presence of on street seating; (c) whether the sidewalk was obstructed; (d) whether the building was of high architectural quality; (e) the type of business, chain or local; and (f) the hours of operation. Finally, additional narrative comments were made on each property.

The data collected during the land use survey was entered into a Microsoft Access 2000 database. Great care was taken to collect information useful to the City of Portland as well as information useful during this study. The data will be provided to the Bureau of Planning at the completion of this study.

Process

The structure and function descriptions sets provided by the American Planning Association as part of their land use survey kit were used to categorize the land uses along the street. For the study's purposes these uses were translated into ten different general categories. In addition, the same use information will be categorized according to the City of Portland's standard categories as well. For each property a single unique use was determined; in the case of mixed use structures this required a series of calculations to determine which used dominated the structure. The ten major categories included:

1. *Manufacturing and Wholesale* – Comprised of Food and Beverage Manufacturing and Wholesale, Wood Products Manufacturing and Wholesale, Furniture and Related Products Manufacturing and Wholesale, and Building, Development and General Contracting
2. *Services* – Comprised of Finance and Insurance, Real Estate Services, Business, Professional, Science and Technical Services, Information Services and Data Production Industry, and Trade and Other Specialty Schools
3. *Social Institutions* – Comprised of Social and Charitable Services, Religious Institutions, and Labor, Political, and Civic Organizations.
4. *Dining and Entertainment* – Comprised of Restaurants, Coffee Shops, Bar or Drinking Places, and Theater, Dance, or Musical Establishments.
5. *Medical* – Only Out-Patient Care Services are provided along the street.
6. *Local Oriented Retail* – Comprised of General Retail, Consumer Goods, other, Grocery, Beverage, Dairy, etc. and Health and Personal Care.
7. *Region Oriented Retail* – Comprised of Auto Sales and Service, Heavy Consumer Goods Sales and Service, and Durable Consumer Goods Sales and Service.
8. *Residential* – All forms of residential both single family and multi-family were included.
9. *Vacant* – Any structure or lot that was predominantly vacant.
10. *Parking Lot* – Any property dedicated to surface parking.

APPENDIX 5 – OPPORTUNITY SITES

Overview

The opportunity sites are intended to provide two pieces of information. First, the sites are identified as opportunities for DVC to test the community ownership structure they choose to pursue. Second, the sites provide an indication of the potential of the street and thus provide insight into the areas along the street that will most likely develop next.

Process

The sites were selected in one of two ways. These methods have been described in detail in the body of the study. Data from the Land Use Survey conducted by the GNT and data from RLIS provided the basis for this analysis.

The following two tables provide the complete selections sets for the two methods, as well as additional information for each property:

Table 9 - Complete List of Identity and Investment Sites

Business Name	Site Address	SQFT	Out-of-Region Owner	Building Condition	Ownership Structure
Red & Black Café	2126-2138 SE DIVISION ST	10018.8	No	Good	Landlord
Buy Right Outlets	3564-3574 SE DIVISION ST	10018.8	No	Excellent	Business
Division Hardware	3734 SE DIVISION ST	10018.8	No	Good	Business
Oregon Transmission Center	4851 SE DIVISION ST	10018.8	No	Fair	Landlord
Gramma Lucy's	5008-5022 SE DIVISION ST	10018.8	Yes	Fair	Landlord
Oregon Theatre	3530-3542 SE DIVISION ST	8712.0	No	Fair	Business
New Horizons	3812 SE DIVISION ST	7405.2	No	Good	Business
Kalga Kafe	4141 W/ SE DIVISION ST	7405.2	No	Excellent	Organization
Wynnes Café & Spirits	2002-2010 SE DIVISION ST	4791.6	No	Good	Landlord
Nuestra Cocina	2135 SE DIVISION ST	4791.6	No	Good	Business
Children's Exchange	3121 SE DIVISION ST	4791.6	No	Good	Landlord
Eugenio's, Fleur de Lis	3588 SE DIVISION ST	4791.6	No	Good	Investment
Philip Sylvester Drawing Studio	3614-3622 SE DIVISION ST	4791.6	No	Good	Business
Portico	3626-3630 SE DIVISION ST	4791.6	No	Good	Landlord
Ralph Colby & Son Furniture Refinishing & Repair	3636 SE DIVISION ST	4791.6	No	Fair	Business
Spirit of Life Insurance Consultants	5029 SE DIVISION ST	4791.6	No	Fair	Business
Climb Max	2111 SE DIVISION ST	4356.0	No	Good	Business
Mirador Community Store	2106 SE DIVISION ST	3920.4	No	Good	Landlord
Bob Schatz Architects	2118 SE DIVISION ST	1306.8	No	Good	Business

Table 10 - Complete List of Bricks and Mortar Sites

Site Address	Building Coverage Ratio	Improvement-to-Land Value Ratio	SQFT	Non-Complimentary Use	Poor Street Relationship
1949 SE DIVISION ST	0.195	0.06968	9583.2	No	Yes
2857-2865 SE DIVISION ST	N / A	3.10622	7405.2	No	No
2880 SE DIVISION ST	N / A	0.64985	14810.4	Yes	Yes
2885 SE DIVISION ST	0.235	4.05724	7405.2	No	No
3016 W/ SE DIVISION ST	0.000	0.88110	10018.8	No	No
3245-3249 SE DIVISION ST	0.321	0.91270	6098.4	No	No
4335 SE DIVISION ST	0.248	0.08976	10018.8	No	No
4736-4746 SE DIVISION ST	N / A	1.52122	9583.2	No	Yes
5134 SE DIVISION ST	0.174	0.46257	10018.8	No	No
4510 SE DIVISION ST	0.220	0.00000	6534.0	Yes	No
SE 32ND & SE DIVISION ST	0.000	0.10767	7840.8	No	No

APPENDIX 6 – SURVEYS

Change is coming to SE Division Street !

- ***\$ 2.5 million will be spent to repair and renovate Division Street from 6th to 60th.***
- ***What are your hopes and dreams for the next 10 – 20 years along SE Division Street?***
- ***Your input will help shape the future of the community.***

Fill out the “The Power of Place” Survey

(All participants will have their name put into a raffle to win a gift certificate for a lunch at the Detour Café, 3035 SE Division !)

Division Vision is a coalition of Southeast Portland residents, community organizations, and businesses working together to create a Division Street with thriving local shops, an attractive streetscape, and environmentally friendly features. Division Vision and the City of Portland are undertaking a State funded project called “Division Green Street / Main Street,” to identify how to create a more community-oriented, economically vibrant and environmentally friendly street.

Division Vision has enlisted the help of GNT Planning, a Portland State University graduate planning team, to explore ways to preserve and develop "community-valued destinations" (the special places that people enjoy and identify with) on SE Division St. The attached survey is part of GNT's "Power of Place" project. It follows a transportation survey completed earlier this year by the Division/Clinton Business Association. The purpose of the Power of Place survey is to identify:

- the role that Division plays in the lives of area residents and businesses
- the places / destinations that you value along Division
- what makes you value these places / destinations
- what types of places / destinations are missing
- community interest in ways to preserve and develop these places / destinations

Your input is very important, as it will be used to help GNT identify opportunities for new community valued places along Division Street. Please take a few minutes to answer the questions below and then save and email the survey to GNTPlanning@hotmail.com by **April 28, 2004**.

(Alternatively, you can drop a hard copy of the survey off at any of the following local businesses, just look for the manila envelop: Mirador Community Store, Red and Black Cafe, People's Food Co-Op, Seven Corners Cycling, Wild Oat's Market, Detour Cafe, Village Merchants, Pix Patisserie, Haven Coffee Shop, Laughing Horse Books)

*If you have any questions regarding the survey, please contact:
John Mermin, GNT Planning, jmermin@pdx.edu, 503-998-6882*

Thanks so much!
GNT Planning
Division Vision Coalition

The questions in this survey all refer to SE Division Street

I. Division Street Today

1. How often do you spend time walking, shopping, or hanging out on the street?

(Do not include the times when you are solely driving on the street)

(please check only one answer)

- ☐ Several times a day
- ☐ Once a day
- ☐ Several times a week
- ☐ Once a week

- ☐ A couple times a month
- ☐ Once a month
- ☐ Not regularly
- ☐ Never

2. What adjectives would you use to describe the street?

3. What is your connection to the street? (Check all that apply)

- ☐ I live near the street
- ☐ I work on the street
- ☐ I shop on the street
- ☐ Other (please specify) _____
- ☐ I stroll on the street
- ☐ I wait for the bus on the street

4. Why do you visit the street currently?

(Check all that apply)

- ☐ Groceries
- ☐ Services (drycleaners, auto repair/parts, doctor, dentist, lawyer, bank, hair salon, etc.)
- ☐ Restaurants / cafes
- ☐ Bars / nightclubs
- ☐ Convenience store
- ☐ Hardware store
- ☐ Specialty retail (housewares, clothes, etc.)
- ☐ Other (specify) _____

5. What businesses / destinations/ places define the character of the street in your mind? (i.e. your favorite places)

Please list the names of up to four in the top row and check the box that best approximates the frequency you visit each place.

	1.	2.	3.	4.
Several times a day				
Daily				
Several times a week				
Once a week				
A couple times a month				
Not regularly				

6. Please check the column that best describes how you feel about the statement.

	Strongly Disagree	Somewhat Disagree	No Opinion	Somewhat Agree	Strongly Agree
A. The businesses along the street provide community members with informal gathering spaces.					
B. If more businesses along the street allowed for informal gatherings I would visit the street more often.					
C. I visit the street because it provides the services I need most (i.e. banking, dry cleaners, shoe repair).					
D. I visit businesses along the street because they are locally owned.					
E. The businesses along the street help to create a sense of community.					
F. The street is nothing more than a place to shop.					
G. The street is nothing more than a place to drive					

II. The Future of Division Street

1. How important is the future of the street to you?

Circle the response that best matches your position.

1 2 3 4 5
 Unimportant Somewhat Important Important Very Important Unsure

2. What is your biggest dream for the street?

3. What is your worst nightmare for the street?

4. Check the adjacent box if you think the street needs more of a particular type of business / destination / place.

Types of Businesses / Destinations / Places	
A. Grocery Stores	
B. Coffee Shops	
C. Restaurants	
D. Bars	
E. Barber Shops/Salons	
F. Florists	
G. Laundromats / Drycleaners	
H. Hardware / Home Improvement Stores	
I. Copy shops	
J. Clothing stores	
K. Houseware Stores	
L. Office type activities	
M. Churches and Other Religious Gathering Spaces	
N. Community Facilities (i.e. recreation center or meeting hall)	
O. Schools	
P. Library	
Q. Parks	
Other (Please Specify):	

5. It is important to me that new businesses on the street are locally owned (rather than national chains)

Circle the response that best describes how you feel about the statement.

1 2 3 4 5

Unimportant Somewhat Important Important Very Important I Don't Care

III. Approaches to protect / preserve the things you like about Division Street

"Community ownership" is a tool that could be used to help preserve small local businesses on the street. There are several forms that community ownership could take, such as residents purchasing a share in a property on the street to preserve affordable space. Please see Division's website for more information on community ownership (<http://www.divisionvision.org>)

1. Please check the column that best describes how you feel about the statement.

	Strongly Disagree	Somewhat Disagree	Somewhat Agree	Strongly Agree	Don't Know
A. I think the community should be more involved in attracting the types of places I like to the street					
B. I think the community should be more involved in preventing the types of places I don't like from locating on the street					
C. Community organizations or non-profits should work to preserve space for locally owned businesses along the street.					

2. What is your level of interest in participating in a community ownership program?

(Check all that apply)

- ☐ I would like to learn more about the idea of community ownership
- ☐ I would be willing to invest money in a community ownership program
- ☐ I would like to help organize people around the idea of community ownership
- ☐ I am not at all interested in community ownership

3. Have you ever considered starting a business on Division Street?

- ☐ Yes ☐ No

Why or Why not?

IV. Demographic Information

The following items are optional, yet important for identifying whether GNT should expand outreach.

1. Sex	Male / Female / Transgendered
2. Race / Ethnicity	Caucasian Hispanic/Latino African-American Asian/Pacific Islander Native American Other
3. Age	
4. Rent	Yes / No
5. # of people in your household	
6. # of Children under age 18	____ 0-4yrs ____ 10-14 yrs ____ 5-9yrs ____ 15-18 yrs

1a. Are you an active member of a neighborhood or business association in the Division Street area? If so, which one?

1b. How often do you attend their meetings?

- ☐ Regularly ☐ Occasionally ☐ Never

The questions in this survey all refer to SE Division Street

- 2. Do you attend meetings of another community group? (i.e. PTA, Seven Corners Localization Initiative, Friends of Ladd's Addition Gardens) If so, what is the group's name and/or purpose?**

- 3. GNT would like to make a map of where survey respondents live. This map, and other findings, will be made available to you at your request. Will you provide the street address of the intersection closest to your home and / or work?**

- 4. GNT will be soliciting more input until early May. Will you provide contact information so that we may ask for input?**

(This contact information will also be used to contact you if you win the raffle for the free lunch at the Detour Café)

I am interested in:

- ☐ Participating in meetings related to the Power of Place project and the future of the street
☐ Being interviewed and/or participating in a focus group to gather more input

- 5. Is there anything else that you'd like to add regarding Division Street?**

Thanks again for your participation in our survey!

Don't forget to return it via the attached addressed envelope to:

School of Urban Studies and Planning
Portland State University
P.O. Box 751
Portland, OR 97207
Attn: GNT Planning

APPENDIX 7 – DATA

Summary of Survey Data

Frequency of Visit, By Sample - Count and Percentage												
How often do you spend time walking, shopping, or hanging out on the street?												
	Random		Businesses		DCBA		Neighborhood Associations		Online		Grand Total	
Frequency	Count	%	Count	%	Count	%	Count	%	Count	%	Count	%
Never	0	0.0%	0	0.0%	1	16.7%	1	16.7%	0	0.0%	2	2.0%
Not regularly	4	9.3%	1	2.9%	1	16.7%	0	0.0%	1	11.1%	7	7.1%
Once a Month	2	4.7%	0	0.0%	0	0.0%	0	0.0%	1	11.1%	3	3.0%
A Couple Times a Month	7	16.3%	2	5.7%	0	0.0%	1	16.7%	0	0.0%	10	10.1%
Once a week	4	9.3%	2	5.7%	0	0.0%	2	33.3%	2	22.2%	10	10.1%
Several Times a Week	15	34.9%	16	45.7%	1	16.7%	1	16.7%	2	22.2%	35	35.4%
Once a day	6	14.0%	7	20.0%	1	16.7%	1	16.7%	1	11.1%	16	16.2%
Several Times a Day	5	11.6%	7	20.0%	2	33.3%	0	0.0%	2	22.2%	16	16.2%
Grand Total	43		35		6		6		9		99	

Connection to the Street by Sample - Count and Percentage

What is your connection to the street?

	I Live Near the Street		I Work On the Street		I Shop on the Street		I Stroll On the Street		I Wait for the Bus on the Street		Other Activities (Specified)	
	Count	%	Count	%	Count	%	Count	%	Count	%	Count	%
Random (N = 43)	41	95.3%	1	2.3%	29	67.4%	15	34.9%	17	39.5%	6	14.0%
Businesses (N = 35)	23	65.7%	16	45.7%	21	60.0%	13	37.1%	15	42.9%	8	22.9%
DCBA (N = 6)	0	0.0%	6	100.0%	2	33.3%	0	0.0%	0	0.0%	0	0.0%
Neighborhood Associations (N = 6)	6	100.0%	1	16.7%	4	66.7%	1	16.7%	4	66.7%	0	0.0%
Online (N = 9)	9	100.0%	0	0.0%	7	77.8%	4	44.4%	4	44.4%	2	22.2%
Total (N = 99)	79	79.8%	24	24.2%	63	63.6%	33	33.3%	40	40.4%	16	16.2%

Reason to Visit Street Currently by Sample - Count and Percentage

Why do you visit the street currently?

	Groceries		Services		Restaurants / Cafes		Bars / Nightclubs		Convenience Store		Hardware Store		Specialty Retail		Other (Specified)	
	Count	%	Count	%	Count	%	Count	%	Count	%	Count	%	Count	%	Count	%
Random (N = 43)	35	81.4%	20	46.5%	38	88.4%	3	7.0%	11	25.6%	34	79.1%	23	53.5%	6	14.0%
Businesses (N = 35)	22	62.9%	17	48.6%	30	85.7%	6	17.1%	7	20.0%	28	80.0%	20	57.1%	6	17.1%
DCBA (N = 6)	1	16.7%	3	50.0%	3	50.0%	3	50.0%	2	33.3%	4	66.7%	0	0.0%	2	33.3%
Neighborhood Associations (N = 6)	4	66.7%	2	33.3%	5	83.3%	1	16.7%	1	16.7%	5	83.3%	1	16.7%	1	16.7%
Online (N = 9)	8	88.9%	5	55.6%	7	77.8%	1	11.1%	1	11.1%	4	44.4%	5	55.6%	4	44.4%
Total (N = 99)	70	70.7%	47	47.5%	83	83.8%	14	14.1%	22	22.2%	75	75.8%	49	49.5%	19	19.2%

Reason to Visit Street Currently by Sample - Count and Percentage												
<i>N = 99</i>												
	No Response		Strongly Disagree		Somewhat Disagree		No Opinion		Somewhat Agree		Strongly Agree	
	Count	%	Count	%	Count	%	Count	%	Count	%	Count	%
The businesses along the street provide community members with informal gathering space	2	2.0%	4	4.0%	9	9.1%	12	12.1%	50	50.5%	22	22.2%
If more businesses along the street allowed for informal gatherings I would visit the street more often.	3	3.0%	3	3.0%	6	6.1%	30	30.3%	28	28.3%	29	29.3%
I visit the street because it provides the services I need most (i.e. banking, dry cleaners, shoe repair)	3	3.0%	8	8.1%	30	30.3%	11	11.1%	38	38.4%	9	9.1%
I visit businesses along the street because they are locally owned.	2	2.0%	2	2.0%	3	3.0%	8	8.1%	29	29.3%	55	55.6%
The businesses along the street help to create a sense of community.	3	3.0%	1	1.0%	7	7.1%	5	5.1%	31	31.3%	51	51.5%
The street is nothing more than a place to shop.	3	3.0%	41	41.4%	34	34.3%	8	8.1%	12	12.1%	1	1.0%
The street is nothing more than a place to drive.	3	3.0%	62	62.6%	18	18.2%	4	4.0%	9	9.1%	3	3.0%

Importance of the Future of Division - Count and Percentage												
<i>How important is the future of the street to you?</i>												
	No Response		Unimportant		Somewhat Important		Important		Very Important		Unsure	
	Count	%	Count	%	Count	%	Count	%	Count	%	Count	%
	1	1.0%	0	0.0%	3	3.0%	22	22.2%	73	73.7%	0	0.0%

Street Needs - Count and Percentage <i>Check the adjacent box if you think the street needs more of a particular type of business./ destination./ place.</i>		
	Count	%
Grocery Stores	26	26.3%
Coffee Shops	25	25.3%
Restaurants	57	57.6%
Bars	20	20.2%
Barber Shops/Salons	11	11.1%
Florists	32	32.3%
Laundromats / Drycleaners	33	33.3%
Hardware / Home Improvement Stores	14	14.1%
Copy Shops	28	28.3%
Clothing Stores	43	43.4%
Houseware Stores	30	30.3%
Office Type Activities	19	19.2%
Churches and Other Religious Gathering Spaces	9	9.1%
Community Facilities (i.e. recreation center or meeting hall)	55	55.6%
Schools	9	9.1%
Library	63	63.6%
Parks	59	59.6%
Other (Specified)	33	33.3%

Importance of Locally Owned Businesses - Count and Percentage												
<i>It is important to me that new businesses on the street are locally owned (rather than national chains).</i>												
	No Response		Unimportant		Somewhat Important		Important		Very Important		Unsure	
	Count	%	Count	%	Count	%	Count	%	Count	%	Count	%
	0	0.0%	6	6.1%	12	12.1%	18	18.2%	62	62.6%	1	1.0%

Approaches to Protect / Preserve Assest on Division Street - Count and Percentage												
N = 99												
	No Response		Strongly Disagree		Somewhat Disagree		No Opinion		Somewhat Agree		Strongly Agree	
	Count	%	Count	%	Count	%	Count	%	Count	%	Count	%
I think the community should be more involved in attracting the types of places I like to the street.	1	1.0%	0	0.0%	3	3.0%	8	8.1%	38	38.4%	49	49.5%
I think the community should be more involved in preventing the types of places I don't like from locating on the street.	2	2.0%	2	2.0%	6	6.1%	4	4.0%	32	32.3%	53	53.5%
Community organizations or non-profits should work to preserve space for locally owned businesses along the street.	3	3.0%	4	4.0%	6	6.1%	7	7.1%	21	21.2%	58	58.6%

Community Ownership - Count and Percentage		
<i>What is your level of interest in participating in a community ownership program?</i>		
	Count	%
I would like to learn more about the idea of community ownership	64	64.6%
I would be willing to invest money in a community ownership program	18	18.2%
I would like to help organize people around the idea of community ownership	20	20.2%
I am not at all interested in community ownership	17	17.2%

Sex - Count and Percentage <i>N = 99</i>			Race - Count and Percentage <i>N = 99</i>			Age <i>N = 92</i>	
	Count	%		Count	%		
No Response	6	6.1%	No Response	7	7.1%	Min	2
Female	53	53.5%	African-American	1	1.0%	Max	91
Male	40	40.4%	Asian / Pacific Islander	3	3.0%	Median	40
			Caucasian	84	84.8%	Average	41
			Hispanic / Latino	1	1.0%	Standard Deviation	14
			Other	3	3.0%		

Rent Vs. Own - Count and Percentage		
<i>N = 99</i>		
	Count	%
Renters	17	17.2%
Owners	82	82.8%

# of People - Count and Percentage		
<i>N = 99</i>		
	Count	%
No Response	12	12.1%
1 - Person	7	7.1%
2 - People	39	39.4%
3 - People	17	17.2%
4 - People	17	17.2%
5 - People	4	4.0%
6 - People	1	1.0%
7 - People	1	1.0%
9 - People	1	1.0%

Summary of On Street Conversations and Interviews

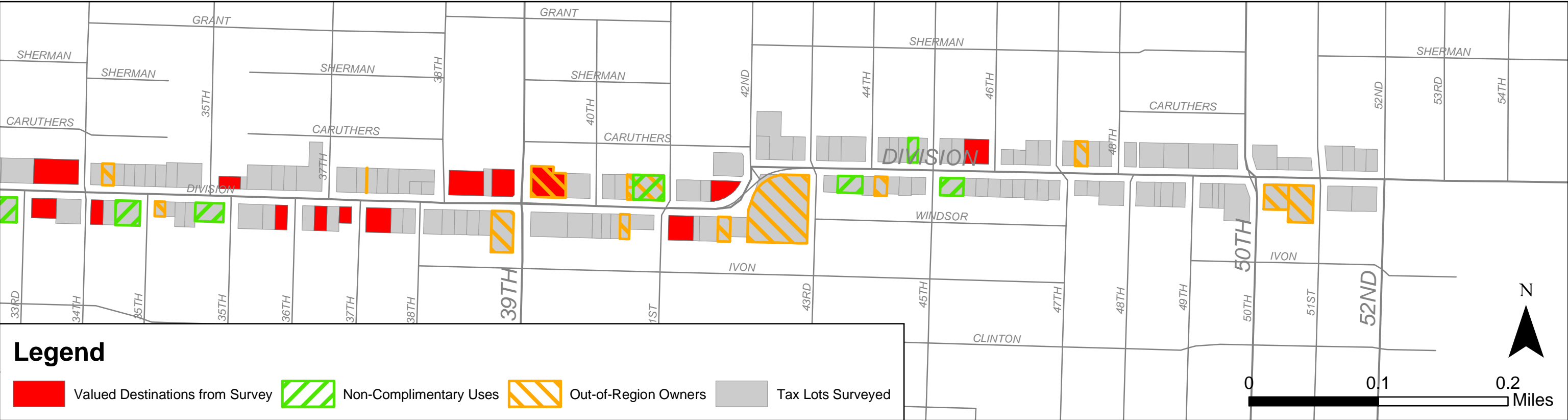
Please refer to the attached CD for a summary of the interviews.

MAP 4: Distribution of Various Characteristics Along SE Division St.

WEST END - 18th to 35th



EAST END - 35th to 52nd



Power of Place on SE Division: Project Survey

GNT Planning

The Division Vision Coalition (DVC), a collaboration of SE neighborhood residents and community organizations, and GNT Planning are developing a proactive strategy for the preservation or development of “community assets” on SE Division St. (tentatively between 12th and 60th Avenues). This strategy explores the feasibility of community ownership of Division St. properties, which may help community members shape the character of their shared place. DVC has contracted with GNT, a Portland State University graduate planning team, to facilitate the planning process for this project. This questionnaire is part of that process. Its purpose is to:

- help identify the “community” with an interest in “community ownership” on SE Division
- gauge the level of interest
- generate ideas rooted in the community for whom this project serves

Your input will help establish evaluation criteria for this project! Please take a moment to answer the questions below, then drop the form in the *Power of Place* project box, or mail to the address on the back of this form, or email answers to kradin@pdx.edu. Thank you!

Instructions: 33 surveys passed out at SE Uplift Development Summit, 3/27/04, 17 returned

Questions 1 - 3 are statements about your connection to SE Division. Please read each statement, then circle the response that best matches your position.

1. I care about land uses (such as commercial space or parks) and activities (such as types of businesses and kinds of parks) on SE Division St.

1	2	3	4	5
Strongly Disagree	Disagree	Unsure	Agree	Strongly Agree
0	0	0	29%(5)	71%(12)

2. SE Division St. is, or could become, an important part of my community, place, or neighborhood.

1	2	3	4	5
Strongly Disagree	Disagree	Unsure	Agree	Strongly Agree
0	0	6%(1)	29%(5)	65%(11)

3. If my participation in a community ownership program could help me build the character of my place, I would want to participate.

1	2	3	4	5
Strongly Disagree	Disagree	Unsure	Agree	Strongly Agree
0	0	23%(4)	6%(1)	71%(12)

For question 4a, please circle *all* the responses that apply, &/or fill in a response for “other”:

4a. As a community-owner of SE Division St. properties, my primary concern would be:

A) attracting particular uses and activities from outside the community **6 votes, 12% of all votes**

“restaurant, dessert place – ‘PIX’”

“mixed-use development for commercial/residential”

“more mixed-use, multi-story (2 or 3) bldgs”

B) preventing particular uses and activities from entering the community **7 votes, 14%**

“corporate outlets that distort (raise) rents”

“no non-local corporate & large footprint, car-oriented development”

“auto-centric businesses/uses”

“Starbucks/other big chains”

“chain retailer/store – Subway”

“keep out ‘big-box stores as much as possible and other chains...”

C) providing affordable space for small, local businesses **14 votes, 28%**

“local restaurants”

“existing building – art and cultural center focusing on wide age ranges”

“know many people starting very innovative, locally-focused (sustainability) businesses who could use the space...”

“the 2 buildings east of Egyptian Club on north side of Division, building on corner of 37th and Division, block from Mirador to Red & Black”

“local pedestrian-oriented, daily life needs businesses (butcher, bakery, etc.)”

‘reuse houses that are zoned commercial for affordable space’

D) building a community asset ‘portfolio’, with which to leverage other community purchases
8 votes, 16%

‘for opens spaces...’

“wonderful to have neighborhood/community ownership of whole street!”

E) developing underutilized properties **10 votes, 20%**

“parking lots – mixed-use”

“21st and Division brownfield and similar sites”

“reusing houses that are zoned for commercial uses...”

F) other **5 specific suggestions, 10%**

model greenbuilding, reduce market pressure/profit orientation (2), pocket parks, affordable services

- b. For each response you circled in question 4a, please provide a general example, followed by a specific Division St. example. For instance, if you circled letter “A”, a general example is a “commercial business,” such as a “True Value Hardware Store,” and the specific Division St. component would be a building or a location for the store.

[see above]

For question 5, please describe your interest in land uses and activities on SE Division if it was not reflected in previous questions, or please elaborate on your interests.

5. I have an interest in land uses and activities on SE Division St. because:

“I live in the inner SE – about a mile away”

“I live very close on Ladd ave... would like to see Division a more walkable environment”

“I co-own a business nearby, live and work in the neighborhood”

“I live in PDX, PDX is my city”

“[Homestead resident] interested in such a program for other neighborhoods, including my own”

“live a block from Division... walk extensively and want a main street commercial area that serves basic needs and is an inviting environment”

“live and work here”

“frequent Division St. businesses often...”

“used to live on Division ... not as busy as Hawthorne”

“directed SE Area Artwalk...alternative ways to use space in a beneficial way for community”

“want services I can walk to and the st could look so much better...slow down gentrification/ease its impacts on those being hurt”

“main streets are the commercial and spiritual heart of our neighborhood. It is an asset that many neighborhoods covet”

“I live there”

“I live nearby and care about this area”

6. The following items are optional, yet important for identifying whether GNT should expand outreach to facilitate equity. If you choose to provide contact information due to your interest in future participation, be assured that all information will be kept strictly confidential.

Age	Sex (M/F)	Race/Hispanic Origin	Own (Y/N)	Rent (Y/N)	Single (Y/N)	Children (#)
avg. 36	56%M(9) 44%F(7) 1 NA	71% white (12) 6% Hisp (1) 23% NA (4)	53%(9)	35%(6) 12%NA(2)	41%(7)	47%(8)

7. GNT would like to make a map of project participants. This map, and other findings, will be made available to you at your request. Will you provide the street address of the *intersection* closest to your home &/or work? _____

21st & Tibbetts, SE Main & 35th, Ladd & Ladd Circle, 35th & Clinton, 33rd & Brooklyn, 20th & NE Davis, 39th & Francis, 62nd & Sandy, 32nd & Lincoln, 38th & Clinton, SE 20th & Pine, 21st & Division, 2243 SE Ladd, 23rd & Belmont

8. GNT will be holding focus groups and soliciting more input until early May. Will you provide contact information so that we may ask for input? _____